



# **Alaska Community Jails: Jail Profiles**

Report to the  
National Institute of Justice

by

N.E. Schafer

Community Jails Statewide Research Consortium  
Justice Center  
University of Alaska Anchorage



JC 9902.04

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This research was supported by Grant No. 98-CE-VX-0014 awarded by the National Institute of Justice, Office of Justice Programs, U.S. Department of Justice. Points of view in this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice. All content within, including any errors or omissions, remain the responsibility of the author.

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## Foreword

In 1998 the National Institute of Justice provided funds to establish a research partnership between the Justice Center at the University of Alaska Anchorage and the fifteen community jails in Alaska. The purpose of the partnership was to establish an ongoing relationship in order to provide research assistance to small facilities in small communities where research resources are not available. Prior to our application for funds, several of the police chiefs, who are in charge of these jails, met through conference calls to discuss the proposed partnership and suggest some research areas. Two of these were included in the proposal: a study of protective custody holds and profiles of individual jails.

The Alaska Community Jails Statewide Research Consortium was formed early in 1998. The members were the fifteen community jails and the Justice Center. Ex officio members of the Consortium were the Alaska Department of Corrections official responsible for the community jails' contracts and a representative from the Alaska Municipal League. The Consortium met in Anchorage in March 1998 to discuss available data and to establish a research agenda.

At the meeting the importance of protective custody holds was reiterated and members were very interested in their own profiles. There was also interest in research on domestic violence and the impact on the jails of the mandatory arrest law. Several members expressed interest in the analysis of admissions by race, but this information was not available on the billing sheets, which were the major source of the data.

Flaws in the data were discussed. The data used for community jail research were taken from billing sheets submitted to the Department of Corrections in support of their contracts to hold state prisoners. The members agreed that the inclusion of race was important and that place of residence would also be of interest. In 2000 several jails have included race on their billing sheets and some have begun to include place of residence. Because of the jails' interest in these areas, the Justice Center agreed to produce a random sample of jail admittees from the existing data so that members could provide this information for analysis. All of the jails provided this information for a sample from calendar year 1997, and all but one have supplied it for 1998 and 1999 samples.

At the meeting, the Justice Center promised to set up a listserv to make communication among the jails easier. The listserv has been used to remind member jails that samples would be forthcoming and to encourage involvement in further research proposals. A short article for *American Jails* was sent via the listserv for their review, as was the protective custody report. Each jail was emailed a copy of its individual profile.

In addition, the Justice Center made a commitment to computerize data for future years and has now collected billing sheets for the first half of calendar year 2000. Currently the Center is developing reports to each jail on the 1997-1999 samples which provided race and residence information. These reports are part of the Center's continuing commitment to the Alaska Community Jails Statewide Research Consortium. We have also discovered that a small group of people appear in more than one jail, and we are pursuing ways of examining this group and their impact on the various jails. The listserv is being maintained and will continue to function as a vehicle for exchanging information. The jail profiles and the report on protective custody are being submitted to the National Institute of Justice for review and follow this report on Consortium activities and interests.

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## Introduction

The Alaska Community Jails Research Consortium was established with the assistance of the National Institute of Justice. The members are the fifteen community jails in Alaska and the Justice Center at the University of Alaska Anchorage. We sought funding under the NIJ corrections research partnership initiative to establish the Consortium, hold a research planning meeting in Anchorage, and computerize and analyze data from jail billing sheets submitted to the Department of Corrections in fulfillment of contracts between the state and the individual jails. Included in that proposal was a commitment to develop profiles of the jails with a view toward identifying common issues and problems as well as similarities and differences.

The profiles include brief descriptions of each member jail and the community in which it is located. The jails are located throughout the state (Figure 1). The northernmost jail is more than a thousand miles from the southernmost. Only four of the jails are on the road system and one, Haines, is on a road that goes through Canada on its way to the rest of Alaska. Five of the jails are accessible only by air; ten are served at least seasonally by the Alaska Marine Highway, the state's ferry system (Table 1).

The communities in which the jails are located are very small. The largest of the fifteen has a population of fewer than nine thousand people. Four of the communities are "hub" communities which means they serve as transportation and government service centers for smaller surrounding villages. The hub role appears to have an impact on the jail population.

The jails are operated by local police departments. They are very small; the largest have nine cells, one has only two. Most have more beds than they do cells. Each jail has a contract with the state to house state prisoners until they can be transferred to large state-operated regional facilities, to serve short sentences or to await trial in the community. The jails submit billing sheets to the Department of Corrections every month. At one time the sheets were used for reimbursement but now they appear to function primarily to reinforce the contract. Data from the billing sheets are used in this research to determine how the jail is used. The data are: date and time of admission, date and time of release, initials and date of birth, gender, and charge(s) at admission. There are also columns to be checked or completed to identify the arresting agency, to determine whether the charge was associated with domestic violence, alcohol or drugs, or whether the admission was tied to a sentence. For the most part the basic data were correctly entered. The columns seemed to be used only sporadically in some of the jails. In many cases, for example, we noted that alcohol was not involved in such charges as drunk on premises, underage drinking, driving while intoxicated. We therefore did not rely on the special columns for information.

The admission/release data, personal identifiers and charges were used to produce profiles of each jail. The data covered a seven year period from 1993 through 1999. Data were computerized directly from the billing sheets and are event based, not people based. That is to say, each admission was treated as a discrete event. Our efforts to compute numbers of people admitted to the jail were

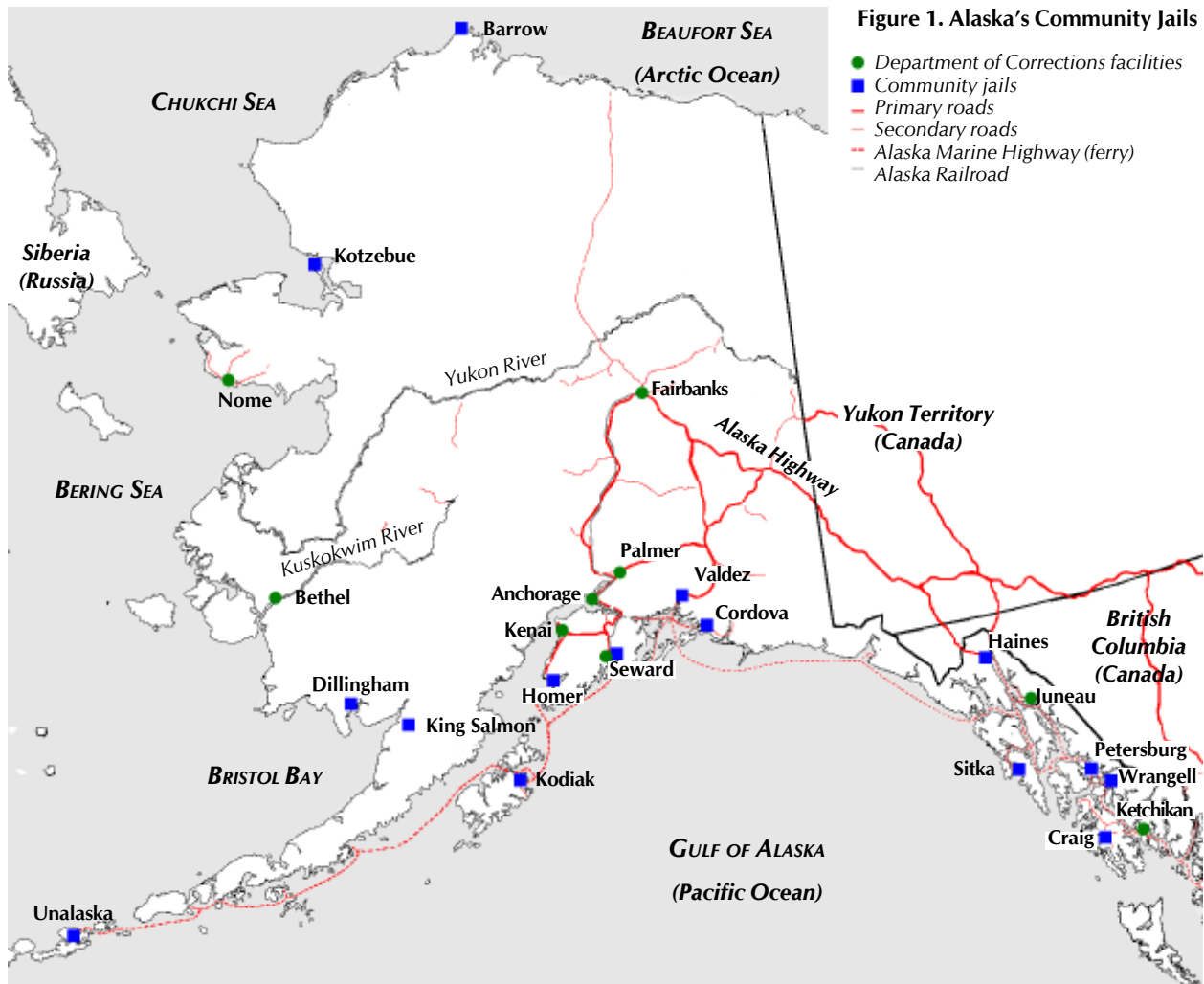


Table 1. Alaska's Community Jails

Location	Population <sup>1</sup>	Major Native group	Number of cells	Number of beds	Number of jail employees <sup>2</sup>	Hub	On road system	On Alaska Marine Highway
Barrow	4,276	Inupiat	9	9	8	X		
Cordova	2,537	Athabascan	3	6	2			X
Craig	2,109	Tlingit	5	7	5.5	X		
Dillingham	2,226	Yup'ik/Aleut	6	8	5	X		
Haines	1,400	Tlingit	3	6	5		X	X
Homer <sup>3</sup>	4,064	Athabascan	4	7	5.5		X	X
King Salmon	627	Yup'ik/Aleut	2	4	6	X		
Kodiak <sup>3</sup>	6,869	Alutiq	6	16	6			X
Kotzebue	2,821	Inupiat	6	14	8	X		
Petersburg	3,356	Tlingit	3	12	4			X
Seward	2,914	Athabascan	5	14	6		X	X
Sitka	8,632	Tlingit	9	15	3			X
Unalaska <sup>3</sup>	4,087	Aleut	4	10	5			X
Valdez	4,254	Athabascan	4	16	4		X	X
Wrangell	2,595	Tlingit	5	12	5			X

1. Alaska Department of Labor, 1996 estimates.

2. Includes both jail employees and dispatch.

3. Ferry service is available only from May to October in these communities.



confused by the fact that a single individual might appear in more than one jail. Therefore the number of people involved in all jails for all seven years is actually less than the total computed by adding the number of people incarcerated in each jail.

Missing data was something of a problem. For nearly a year the Seward jail, for example, omitted date of birth from their entries which may have affected the mean age there. In most facilities some dates of release were missing, charges were occasionally indecipherable, and current years were occasionally supplied for date of birth. Justice Center staff cleaned the data as much as possible and called upon jail staff to supply or verify some of the information but much missing data could not be supplied.

For all fifteen jails for all seven years there were 46,398 admission events. Four specific charges at admission accounted for 50.3 percent of them: driving while intoxicated (N=8,469), admission on a warrant arrest (N= 5,835), assault in the fourth degree (N=5,682) and protective custody holds under Title 47 (N=3,630).

These admission events were accumulated by 21,169 people for an average of more than two admissions per person. We should note that persons are logged into and out of the jail for court appearances and to serve sentences. Thus, a single incident of assault might result in more than one admission to the jail; e.g., admission at the time of the offense, admission for violating conditions of release, admission to serve a sentence. Such admissions attributed to a single person contribute to the high count of repeaters, but those who appear more than three times are more likely to be reoffenders than readmittees. In fact many people appeared more than five times in the ten years and a few appeared more than forty times. In some communities repeat offenders consume a considerable share of jail resources. Knowing how jail resources are used is a major step toward data driven decision-making, a primary goal of the partnership initiative developed by the National Institute of Justice.

For the profiles each jail's admissions were examined by year, by season, by day of week and time of day. Length of stay in the jail was considered an important measure of use of jail resources. Duration of detention was computed for specific admission reasons as well as for the jail total.

Comparing the community jails with one another shows some interesting differences. There is, for example, considerable variation in the percentage of each jail's admissions which are attributed to females (Table 2). The percentage ranges from a low of 5.7 percent in Unalaska to a high of 20.7 percent in Barrow. These differences may be tied to the types of offenses for which women

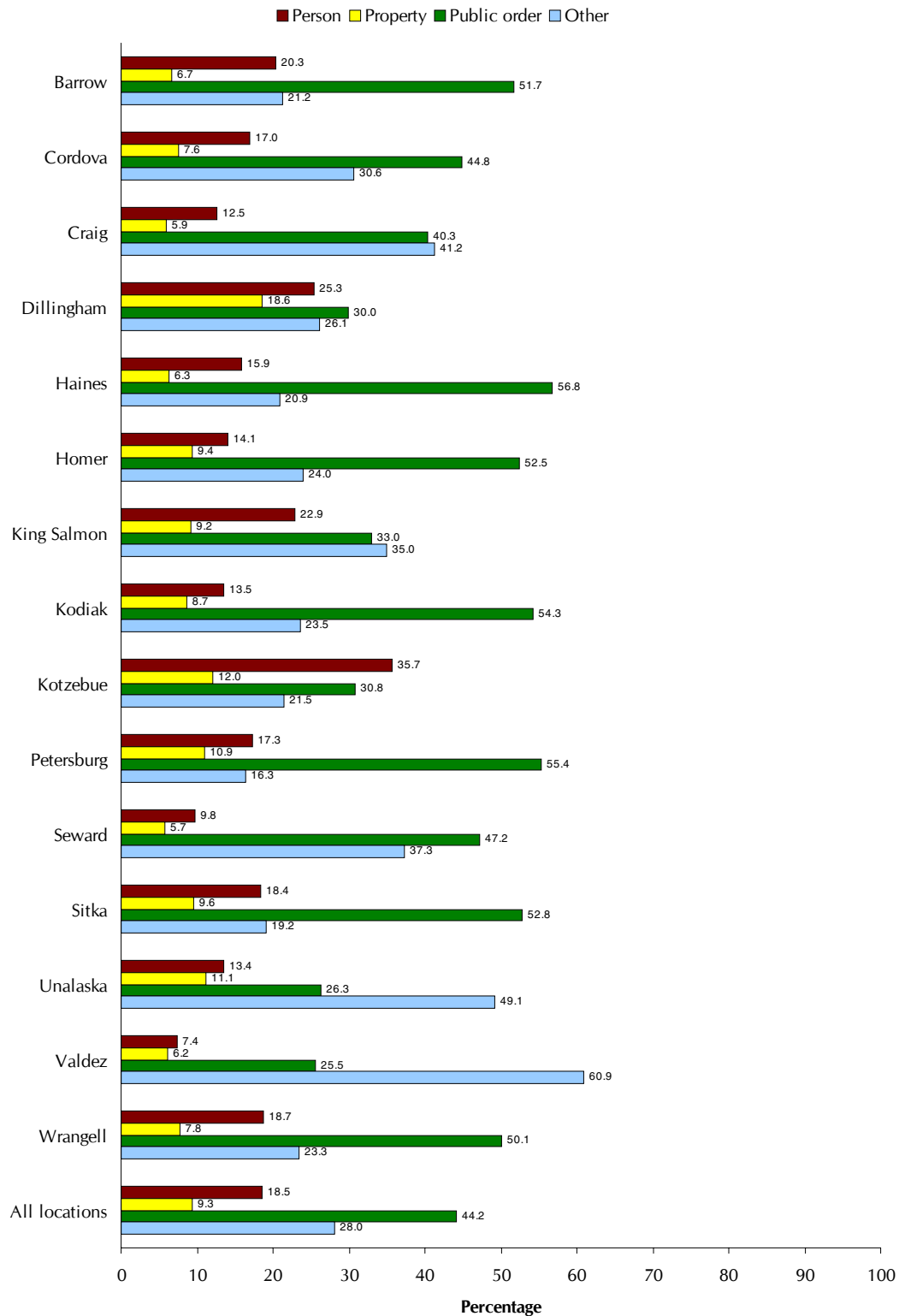
**Table 2. Gender Associated with Admission Events, 1993-1999**

Row percentages.

	Female		Male		Total events
	N	%	N	%	
<b>Barrow</b>	1,292	20.7 %	4,960	79.3 %	<b>6,252</b>
<b>Cordova</b>	151	17.9	692	82.1	<b>843</b>
<b>Craig</b>	476	17.3	2,276	82.7	<b>2,752</b>
<b>Dillingham</b>	515	15.4	2,826	84.6	<b>3,341</b>
<b>Haines</b>	109	15.6	588	84.4	<b>697</b>
<b>Homer</b>	589	15.1	3,323	84.9	<b>3,912</b>
<b>King Salmon</b>	80	10.8	663	89.2	<b>743</b>
<b>Kodiak</b>	931	12.1	6,778	87.9	<b>7,709</b>
<b>Kotzebue</b>	819	13.6	5,218	86.4	<b>6,037</b>
<b>Petersburg</b>	186	12.6	1,285	87.4	<b>1,471</b>
<b>Seward</b>	451	13.8	2,822	86.2	<b>3,273</b>
<b>Sitka</b>	534	16.9	2,623	83.1	<b>3,157</b>
<b>Unalaska</b>	138	5.7	2,301	94.3	<b>2,439</b>
<b>Valdez</b>	325	15.1	1,831	84.9	<b>2,156</b>
<b>Wrangell</b>	254	15.8	1,358	84.2	<b>1,612</b>
<b>Total</b>	<b>6,850</b>	<b>14.8 %</b>	<b>39,544</b>	<b>85.2 %</b>	<b>46,394</b>

**Figure 2. Charge Categories for Admissions to Alaska Community Jails, 1993-1999**

Percentages



are admitted to the jail. Although the distribution parallels that of men in the sample, their proportions differ. DWI is the most commonly listed admission charge, but for women DWI was 22.5 percent of all charges associated with women, but just 17.5 percent of all male charges. PC holds were 11.2 percent of all admissions attributed to women and 7.2 percent of all attributed to men. Since Unalaska listed only two Title 47 holds in seven years, this might contribute to the lower percentage of female-related admissions. In Barrow, on the other hand, PC holds were 18 percent of all admissions which might help to account for their large proportion of female-related admissions.

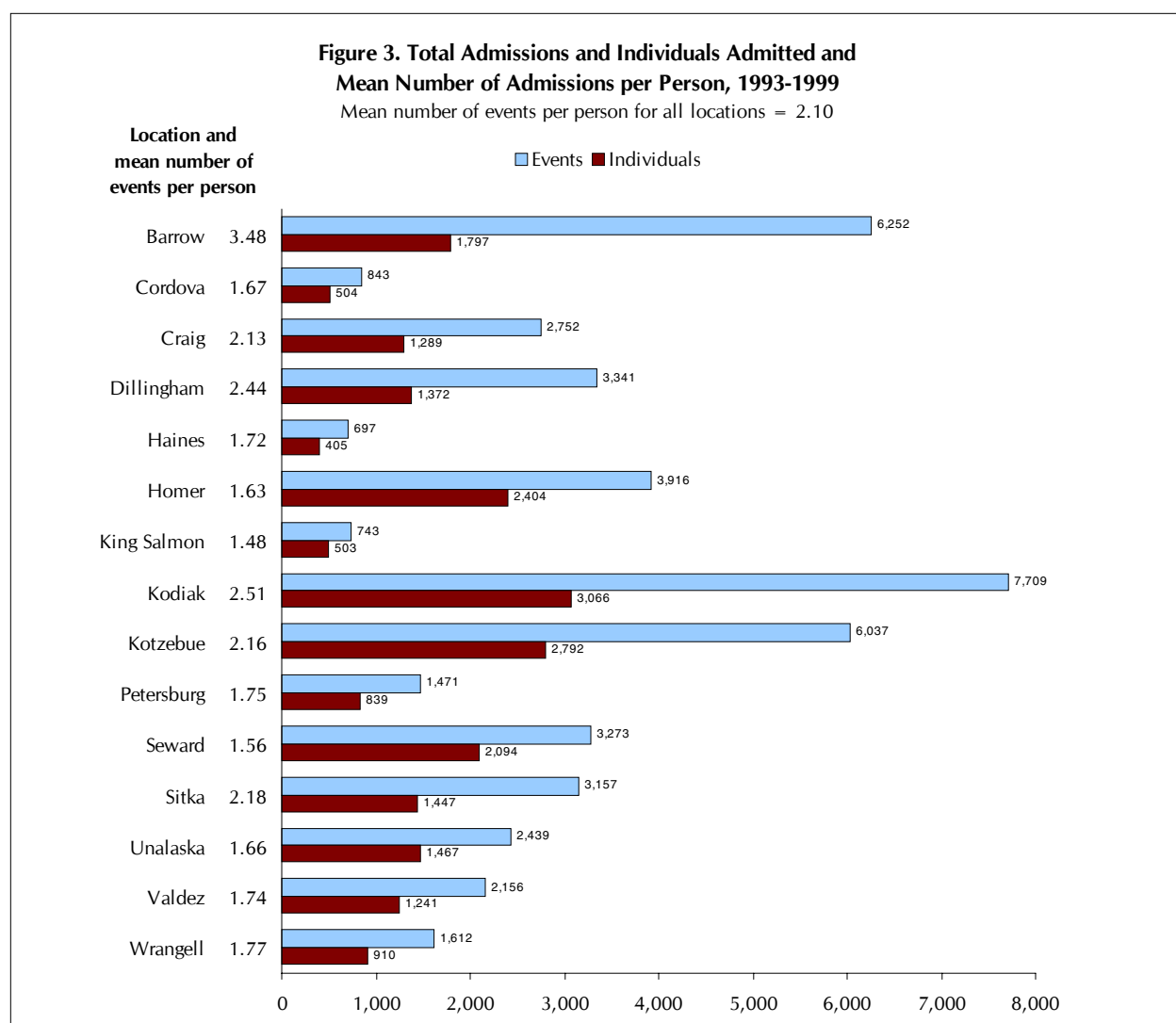
There was considerable variation among the jails in distribution of admission charges (see Figure 2). For ease of comparison these were categorized into violent crimes, property crimes, public order crimes, and “other.” The public order category included drug and alcohol-related charges and the “other” category included admission reasons that could not be placed in another category; e.g., arrest warrants, violating conditions of release, probation revocation, etc. For jails in the aggregate, public order charges were the most numerous, constituting 44.2 percent of all admission charges, but they were not the most numerous in each jail. Since the public order category included protective custody holds, we might expect that the three jails which did not list protective custody holds on the billing sheets might have a different order, but in one, Dillingham, public order offenses were still most numerous and the remaining categories followed the pattern for the overall data.

In Unalaska, however, “other” offenses which included arrest warrants, admissions to serve time for unspecified offenses, etc., were the largest category (49.1% of all admissions), and in Kotzebue charges of crimes against persons were the largest category, 35.7 percent of all Kotzebue admissions. Kotzebue was the only facility with such a large percentage of admissions in the violent category, although Dillingham’s proportion (25.3%) was substantial. While nearly 50 percent of all of Unalaska’s admissions were attributed to the “other” category, an even larger percentage of admissions to Valdez were “other” charges (60.9%). Craig had slightly more admissions in the “other” category (41.2%) than in the public order category (40.3%) (Figure 2).

If we analyze specific offenses rather than categories, we find overall that the most frequent reason for admission to all the jails is driving while intoxicated (18.3% of the total), followed by arrest warrant (12.6%), assault in the fourth degree (12.6%), and alcohol-related protective custody holds (7.8%). In eight of the jails, DWI was the most numerous charge; in five, warrant arrests were the most common reason for admission. In Barrow the most common reason for admission was a Title 47 protective custody hold, and in Kotzebue the most common reason for admission was a charge of assault in the fourth degree.

The jails also differed in the extent to which repeat offenders consumed jail resources (Figure 3). The mean number of events per person held in the Barrow jail was 3.48. Some people returned to the jail over and over again. No other jail had so high an average, but five others had more than two admissions per person.

Barrow, Kodiak, and Sitka all had large proportions of admissions on Title 47 protective custody holds. Such holds tend to be associated with alcoholism, rather than one night of overindulgence, and alcoholics may often need to be taken into custody for their own protection.



One individual in Barrow appeared 65 times (not always for protective custody), and one in Kodiak appeared 59 times.

The lowest average was in the Bristol Bay Borough jail in King Salmon, which had fewer than 1.5 admissions per person, followed by Seward (1.56) and Homer (1.63). Both Seward and Homer are on the road system and both have many casual visitors who may get into trouble just once in one of these communities. King Salmon has a large influx of summer workers in the fishing industry and experiences a larger percentage of admissions in summer than any other jail.

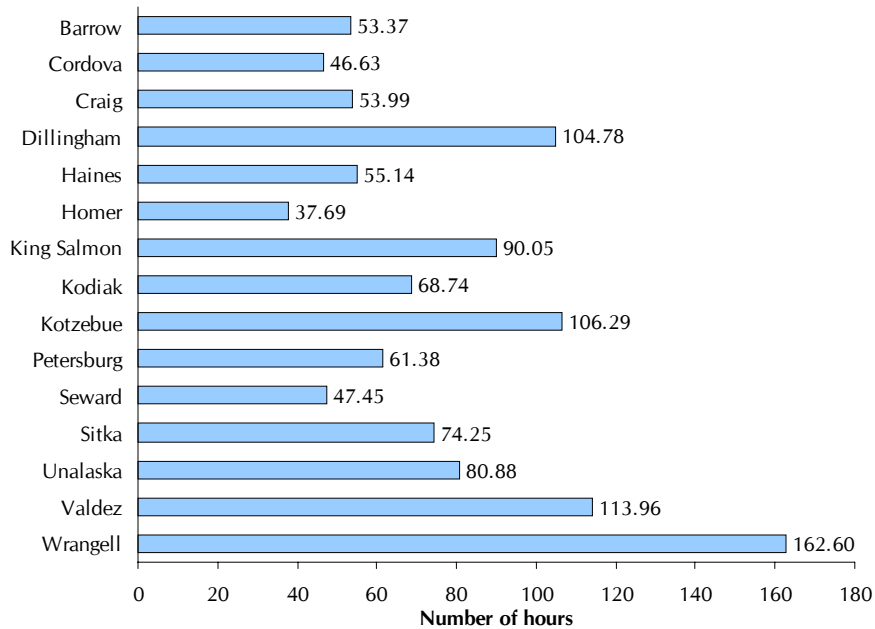
Another striking difference among the jails was the average time spent in the jail for each admission to the jail (Figures 4 and 5). This variable was computed in hours by subtracting the admission time from the release time. Cases missing this information were excluded from the analysis. For the 46,211 admissions with complete information, the average length of stay was 74,998 hours—a bit more than three days.

Homer had the shortest average time held—37.68 hours, or just over a day and a half. The longest mean length of stay was in Wrangell, with 162.524 hours. These means do not seem to be related to the number of admissions; jails with similar numbers have very different means.

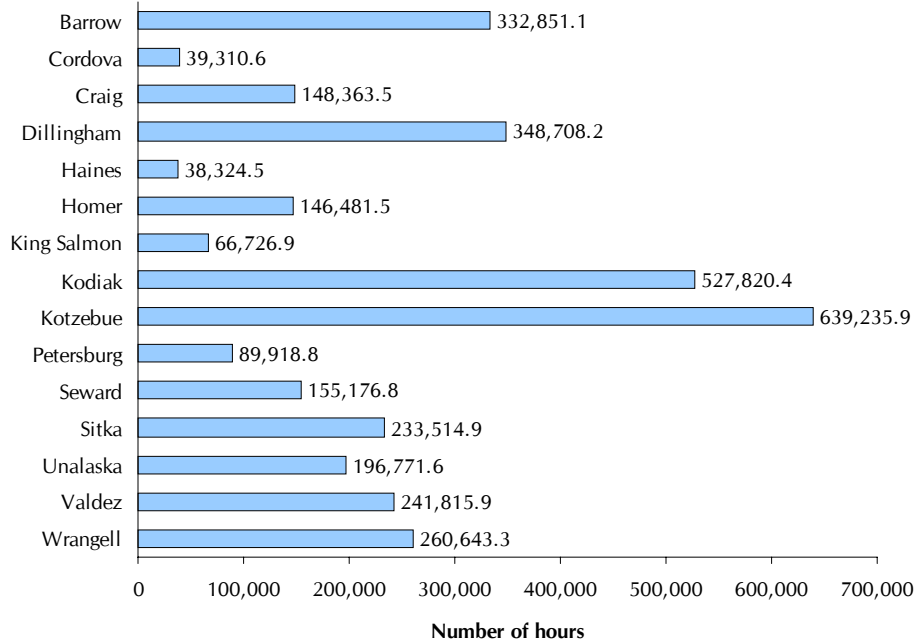
The total number of hours arrestees spent in the jails is astounding. The 46,398 admissions to all 15 community jails over the seven-year study resulted in 3,465,709 hours of jail time. This computes to 395.6 years.

Alaska's community jails serve a diverse population, and they deal with very serious criminals and with helpless inebriates. Twenty-four hours a day and seven days a week, they provide important services to the state and to their communities.

**Figure 4. Bedspace Utilization: Mean Custody Hours per Admission, by Location, 1993-1999**



**Figure 5. Bedspace Utilization: Total Custody Hours, by Location, 1993-1999**



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## Barrow Jail Profile

The jail in the city of Barrow is one of the fifteen jails participating in the Alaska Community Jail Research Consortium. Barrow is the economic center of the North Slope Borough which is the location of the Prudhoe Bay oil fields and the starting point of the Trans-Alaska pipeline, and its economy is closely involved with oil, with tax revenues from the oil fields funding many public services and considerable employment tied to oil field support services. In 1999 Barrow had a population of 4,397, of whom 64 percent were Inupiat Eskimo. Traditional subsistence activities are an important part of Barrow life and whale hunts are a particular focus.

The Barrow jail is operated by the North Slope Borough Police Department. The department provides law enforcement services to all of the villages on the North Slope and is therefore responsible for about 87,000 square miles of land. Although each North Slope Borough village has a lockup, these hold people for very short periods of time. An accused may be transferred to the jail in Barrow to await trial. The jail not only holds pretrial prisoners but also people doing very short misdemeanor sentences. Those whose trials will require extensive periods of time in pretrial detention or people with lengthier sentences are transferred to the state-operated regional facility in Fairbanks.

The Barrow jail contains nine cells and eighteen beds. During the seven years of data collection (1993-1999) there were 6,252 admissions to the jail—an average of 893 per year. In fact the number of admissions ranged from 529 to 1,314 (Table 1). The two highest admission years were 1993 (N=1236) and 1998 (N=1314). These jail admissions included 1,797 individuals: 1,323 males (73.6%) and 474 females. The proportion of total admittees who were female is higher in Barrow than in any other community jail (26.4%). The average age of the admittees at their first appearance in the data set was 33.9 years.

The 1,797 people averaged 3.5 admissions each, but in fact nearly half of them (48.1%) appeared only once in the data set. Over 17 percent were admitted more than five times (N=306) and 151 were admitted ten or more times in seven years. Nine were admitted more than 30 times. One of the nine was admitted 65 times during the seven-year period—an average of more than nine per year. Seventy-one percent of that person's admissions were for alcohol-related protective custody (N=46).

**Table 1. Barrow Admissions by Gender, 1993-1999**

Row percentages

	Gender associated with admission events				Total events
	Female		Male		
	Number	Percent	Number	Percent	
1993	235	19.0 %	1,001	81.0 %	1,236
1994	218	21.1	814	78.9	1,032
1995	99	18.7	430	81.3	529
1996	139	23.6	449	76.4	588
1997	115	17.0	563	83.0	678
1998	300	22.8	1,014	77.2	1,314
1999	186	21.3	689	78.7	875
<b>Total events</b>	<b>1,292</b>	<b>20.7 %</b>	<b>4,960</b>	<b>79.3 %</b>	<b>6,252</b>
<b>Total Individuals</b>	<b>474</b>	<b>26.4</b>	<b>1,323</b>	<b>73.6</b>	<b>1,797</b>

Although public drunkenness has been decriminalized in Alaska, law enforcement personnel are obligated to take inebriates into custody for their own protection. The Barrow jail admits numerous inebriates into custody under this protocol. During the seven-year period 18 percent of all Barrow admissions were for protective custody (N=1,126).

In large measure protective custody numbers are high in Barrow because of the danger to inebriates of exposure in a place where temperatures are below freezing for a large portion of the year, but the city of Barrow also has a self-defined alcohol problem. Under the state's local option law Barrow residents have voted more than once to limit or eliminate alcohol sale/use in the city. Barrow was "dry" from October 1994 to October 1995, wet until February 1996, dry from February 1996 to October 1997 and damp from October 1997 until the present.

While the large number of protective custody holds suggests that there is an alcohol problem in Barrow, there are other indicators as well. Driving while intoxicated is also a major cause for admission to the jail; there were 860 admissions for DWI (13.8%) and an additional 45 admissions for felony DWI. An additional 221 alcohol-related charges were listed in the billing sheets (3.5%). These ranged from minor in possession to importation of alcohol. Altogether these alcohol-related admissions (protective custody, DWI, and other) total 2,252, 35.3 percent of the total number of admissions to the Barrow jail.

The billing sheets from which the data were derived include an alcohol column which is to be checked whenever a charge is alcohol-related. A check mark in the column would indicate that alcohol was involved in, for example, an assault. This column suggests that in Barrow almost three-fourths of all jail admissions were alcohol-related (N=4,649).

Charges at admission to the jail were loosely categorized for purposes of analysis into: offenses against persons, offenses against property, offenses against the public order, and other charges. Charges related to persons and property are essentially self-explanatory. We included protective custody holds, DWIs and traffic offenses along with drug offenses and some other primarily alcohol-related charges in the public order category, which includes more than half of all of the 6,243 charges reflected in Table 2. The "other" category contains behaviors which could not be defined; for example, many jail admissions were tied to arrest warrants (N=285) or to probation or parole violations (N=218) which could not be specifically identified.

**Table 2. Barrow: Charge Category by Year of Admission, 1993-1999**

Row percentages									
	<b>Person</b>		<b>Property</b>		<b>Public order</b>		<b>Other</b>		<b>Total</b>
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
1993	179	14.5 %	68	5.5 %	655	53.0 %	333	27.0 %	1,235
1994	163	15.8	55	5.3	533	51.7	280	27.2	1,031
1995	70	13.3	14	2.7	314	59.6	129	24.5	527
1996	144	24.7	47	8.0	315	53.9	78	13.4	584
1997	147	21.7	68	10.0	361	53.3	101	14.9	677
1998	301	22.9	74	5.6	643	48.9	296	22.5	1,314
1999	266	30.4	93	10.6	409	46.7	107	12.2	875
<b>Total</b>	<b>1,270</b>	<b>20.3 %</b>	<b>419</b>	<b>6.7 %</b>	<b>3,230</b>	<b>51.7 %</b>	<b>1,324</b>	<b>21.2 %</b>	<b>6,243</b>



The smallest category of admission charges was property crime. Although property crimes are numerous and may involve many arrests, perpetrators are usually not detained. Of the 419 admissions to the Barrow jail for property crimes the largest number of admissions for a specific offense was for burglary (N=99). Theft, including shoplifting, was second (N=82).

There were 1,270 admissions to the Barrow jail for crimes against persons. Most of these (N=1,030) were assaults (81.7%), and most of the assault admissions (86.8%) were for assault in the fourth degree—a misdemeanor (N=894).

We examined crime categories by year to assess patterns over time (Table 2). There is great variance in the total number of admissions from year to year and these variations show little pattern. The highest years were 1998 and 1993, the lowest 1995 and 1996. In high admission years there were more than twice as many admissions as in the low admission years. Because of the yearly differences it is most useful to examine proportional differences among the years by charge category. The proportion of all charges accounted for by crimes against persons rose quite steadily from year to year, beginning in 1993 as 14.5 percent of all 1993 admissions and ending as 30.4 percent of all 1999 admissions. Admissions on public order charges were relatively stable as a proportion of yearly charges ranging from a low of 46.7 percent in 1999 to a high of 59.6 percent in 1995. The variations seen both in yearly numbers and in yearly proportions may be related to changes in laws.

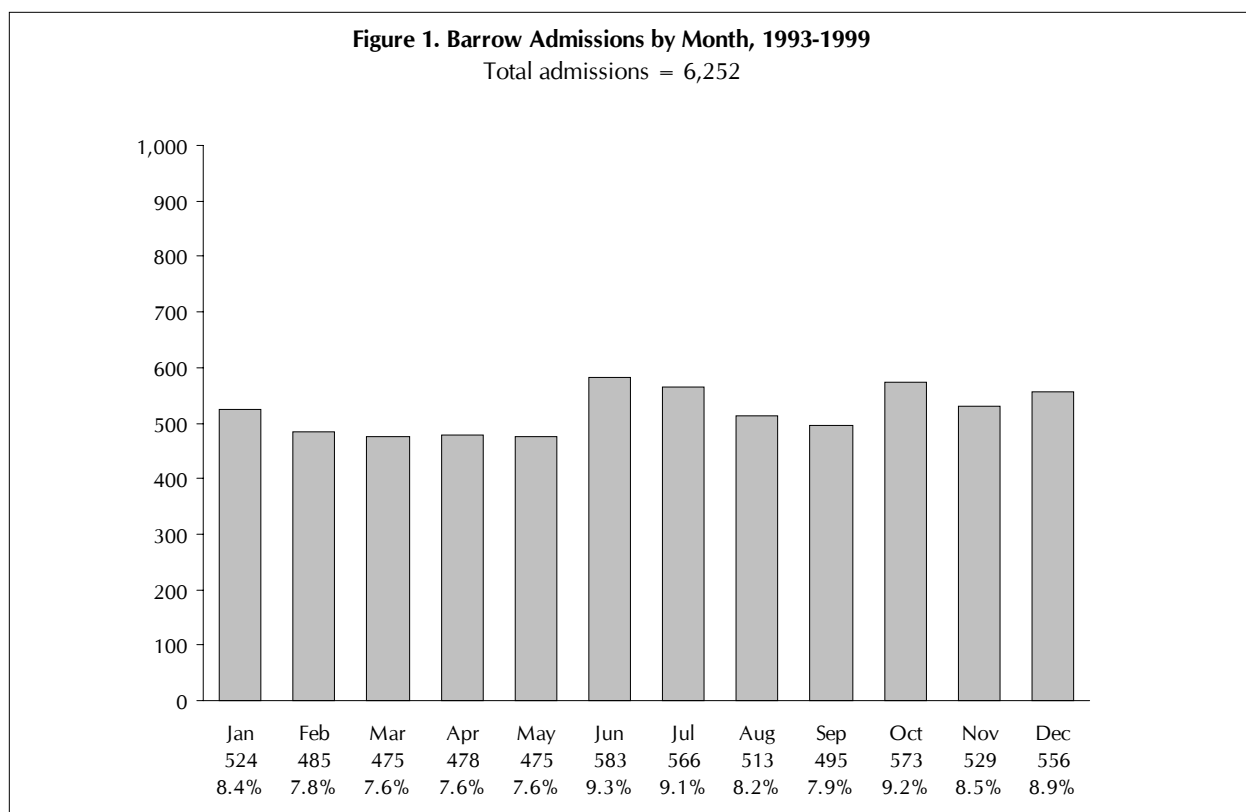
Under Alaska's local option law the residents of the City of Barrow have voted whether to prohibit alcohol sales/possession in the community. During the seven-year period under discussion there have been three plebiscites. Barrow has been "wet"—that is, possession and sales of alcohol were legal; "dry"—that is, both possession and sales were illegal; and "damp"—possession was legal but sales were prohibited. The effective dates of these changes do not match calendar years, so it is particularly difficult to measure changes in charge frequency against changes in the law.

Barrow was "dry" from February 1996 to October 1997 and "damp" from October 1997 through the end of the data collection period (December 1999). During the 20-month long dry period there were 924 admissions to the jail—an average of 46.2 per month; during the 26-month-long damp period there were 2,445 admissions to the jail or 94.0 per month. Public order charges, which include DWI, alcohol-related offenses and protective custody, averaged 23.9 per month for the dry period (N=478) and 46.2 for the damp period (N=1,200). These proportions suggest that prohibition of alcohol may be related to a reduction in jail admissions, but examining only two periods cannot delineate a trend. Barrow permitted both possession and sale of alcohol during 1995, the year with the fewest admissions. It is also true that 1995 had few admissions in most, if not all, of the 14 other community jails. And 1998 followed 1993 as the year with the most jail admissions (N=7,300). We cannot, therefore, assume that Barrow's numbers can be attributed solely to changes in the local option law.

Although yearly (or periodic) analysis of the data is useful, it is especially important to assess seasonal trends. While Alaska in general has a climate quite different from that found in the lower forty-eight, Barrow's is the most unusual. The daily minimum temperature is below freezing 324 days per year, and the sun does not appear for two months in winter (November 18 to January 24) and does not set from May 10 to August 2. We examined jail admission by month, using aggregate

**Figure 1. Barrow Admissions by Month, 1993-1999**

Total admissions = 6,252



data, to see if the seasons had an impact on the jail population.

The number of arrests varied little from month to month. The month with the highest number of admissions was June (583); the lower number, 475, occurred in both March and May.

Figure 1 shows that the jail is busiest in the summer—at least in the months of June and July—but October has slightly more admissions than July and December just ten fewer. It does appear that admissions to the jail are the lowest during the spring when the number of daylight hours is growing. February, March, April and May all had fewer than 500 admissions during the seven-year period.

We examined monthly protective custody holds under the assumption that weather and the possibility of death from exposure would color the number of admissions, but found no discernible seasonal variation in this charge. December had the largest number of protective custody holds (N=125) followed by October (N=117). The fewest protective custody admissions were experienced in May (N=67) and January (N=77).

Daily variations were also of interest (Table 3). We assumed that the jail would be busiest on weekends. When the data were examined by day of the week the outcome was predictable—Saturday had the most admissions (1,191) followed by Sunday (1,065) and Friday (918). These three days accounted for just over half of all Barrow jail admissions. Since Sunday admissions

**Table 3. Barrow Admissions by Day of Week, 1993-1999**

	Number	Percent
Sunday	1,065	17.0 %
Monday	790	12.6
Tuesday	705	11.3
Wednesday	778	12.4
Thursday	805	12.9
Friday	918	14.7
Saturday	1,191	19.0
<b>Total events</b>	<b>6,252</b>	

**Table 4. Barrow Admissions by Time of Day, 1993-1999**

	Number	Percent
Midnight to 3:00 AM	961	15.4 %
3:00 to 6:00 AM	824	13.2
6:00 to 9:00 AM	487	7.8
9:00 AM to Noon	775	12.4
Noon to 3:00 PM	568	9.1
3:00 to 6:00 PM	738	11.8
6:00 to 9:00 PM	1,112	17.8
9:00 PM to midnight	787	12.6
<b>Total events</b>	<b>6,252</b>	

include extensions from Saturday night and Saturdays extensions from Friday, we also examined admissions by time of day (Table 4).

For this analysis the day was divided into eight three-hour blocks: midnight to 3:00 A.M., 3:00 to 6:00 A.M., 6:00 to 9:00 A.M., etc. For Barrow the busiest time period was 6:00 to 9:00 P.M. when 17.8 percent of all admissions occurred (N=1,112). From midnight to 3:00 A.M., 15.4 percent of all admissions occurred (N=961). When time of day was assessed by day of the week, the midnight to 3:00 A.M. slot was influenced by the weekend, with 6.7 percent

of all admissions at this time occurring on Saturday and Sunday. For Saturday and Sunday 3:00 to 6:00 A.M. was even busier than midnight to 3:00 A.M.; 7.0 percent of all admissions occurred between 3:00 and 6:00 A.M. on Saturday and Sunday (N=442). These weekend admissions contributed to making this time period the third busiest, with 53.6 percent of all admissions during this period occurring on the weekends. The least busy time period was 6:00 to 9:00 A.M., with Monday having the fewest admissions during this period (N=34).

An effort was also made to examine admission for charge categories and for specific charges within those categories—DWI, protective custody, and assault in the fourth degree. These were assessed by month, by day of the week and by time of day. DWI admissions were most likely to occur between 6:00 and 9:00 P.M.; one quarter of all DWI admissions occurred during this block of time (N=229). A substantial number were admitted between midnight and 3:00 A.M. (N=160) and between 3:00 and 6:00 A.M. (N=159). Nearly half (48.6%) of the DWI admissions between midnight and 6:00 A.M. occurred on the weekends (Saturday and Sunday).

Midnight to 3:00 A.M. was the period when protective custody holds were most likely to be admitted to the Barrow jail, (N=259), followed by 3:00 to 6:00 A.M., when 210 protective custody admissions were recorded. Almost 20 percent of all protective custody admissions occurred on weekends between midnight and 6:00 A.M.

Admission to the Barrow jail on charges of crimes against persons were a fifth of all admissions to the jail (N=1,243). The bulk of these were assault (N=1,030), and most assaults were fourth degree assaults (N=894). Because these misdemeanor assaults were 14.3 percent of all admission charges we assessed them by time of day, hypothesizing that weekends would see the largest influx into the jail for fourth degree assault. This was certainly the case. Forty percent of all fourth degree assault admissions were logged in (N=356) during the 48-hour period from 6 P.M. Friday to 6 P.M. Sunday.

Because assault in the fourth degree is frequently charged in domestic violence cases, we also examined admissions associated with domestic violence. The billing sheets from which the data for this project were computerized include a column to be ticked when a charge is associated with domestic violence. Of course, not all assault admissions were ticked, although all admissions on certain other charges were: violating a restraining order (N=63) or violating conditions of release

relative to a domestic violence charge (N=121). Nevertheless 65.4 percent of the fourth degree assaults were ticked as domestic violence (N=585) and 59.5 percent of all assaults were so ticked. Of all admissions associated with domestic violence, 38.1 percent occurred on weekends (6:00 P.M. Friday to 6:00 P.M. Sunday).

We should note that the domestic violence data are particularly subject to error both at the source and in data entry. The accuracy of these data depends on the degree to which jail personnel are aware of the circumstances surrounding the charge and the care with which the data are transcribed to the billing sheets. Human error at the computer entry stage may compound the accuracy problem. Nevertheless this information does seem to shed some light on jail resource utilization.

The primary measure of how jail resources are used is tied to the amount of time people spend in the jail. Every admission requires staff time, even for those released soon after booking, but those confined for several hours (or days or weeks) consume extensive amounts of staff time and other resources as well. Length of stay was computed in hours from the admission and release times on the billing sheets. There were fifteen events which had no release information; of the 6,237 cases remaining, 6,061 were held for at least forty-five minutes.

The mean length of stay in the Barrow jail during the seven years under study was 53.4 hours. Means ranged from a low of 46.2 hours in 1997 to a high of 67.2 hours in 1993 (Table 5). The total number of hours that bed space was in use during the study period was 332,851.07.

We examined length of stay as related to the most common charges listed for jail admission—protective custody, DWI and assault in the fourth degree. The Alaska statute governing protective custody of inebriates states that they may be held in a jail or lock-up for twelve hours, or until sober, whichever comes first. Therefore the average length of stay for this offense (8.81 hours) is shorter than that for the other offenders. The admission reason with the largest number of cases accounts for the smallest number of bed space hours (9,919.8 total hours).

Admissions for DWI, though nearly as many in number as protective custody admissions, consume many more bed space hours. These admissions include persons taken into custody at the time of the offense as well as persons serving time for this offense (three days for first offense, 20 for the second offense, 60 for the third). The average length of time held was 59.79 hours; the total of all jail hours used on this charge was 51,239.

The mean length of stay for admissions for fourth degree assault was 52.38

**Table 5. Barrow: Bedspace Utilization, 1993-1999**

All admissions					
	Admissions		Hours in custody		
	Number	% of total	Mean duration	Sum	
By offense					
PC alcohol	584	9.4 %	97.33 hours	56,842.4 hours	
Assault 4	554	8.9	9.35	5,181.7	
DWI	434	7.0	64.86	28,150.2	
By year					
1993	1,236	19.8 %	65.83 hours	81,361.3 hours	
1994	1,032	16.5	53.55	55,266.7	
1995	529	8.5	49.00	25,921.6	
1996	588	9.4	51.21	30,109.8	
1997	678	10.9	46.23	31,343.6	
1998	1,311	21.0	46.62	61,113.6	
1999	863	13.8	55.31	47,734.5	
Total	6,237		53.37 hours	332,851.1 hours	

hours; the total, 46,618.7 hours.

Clearly the Barrow jail is very busy. Only the Kodiak jail processes more admissions than Barrow's 6,252. Its readmission rate is very high: only 1,797 people were admitted over the seven years and half of them were admitted more than once. These readmissions consume considerable amounts of jail resources. The worst offenders clearly have problems with alcohol and are taken into custody under Title 47 again and again.

Among those admitted as protective custody holds (N=1,126), 640 were readmitted as protective custody holds; 40 people were admitted over twenty times under Title 47 holds. The record was a person with 46 protective custody admissions.

Barrow also has a relatively high number of admittees who are charged with violent crimes. The 1,270 admissions for crimes against persons in this jail constituted almost 15 percent of all admissions for crimes against persons in all 15 community jails.

Although the Barrow jail serves a smaller population than several other community jails, it is an exceptionally busy jail. Protective custody holds consume many jail resources, but stays in jail on these holds are shorter than those for other admissions because of the statutory 12-hour limit. We need to note that the admission and release processes take staff time and that supervision requirements for highly intoxicated individuals can be considerable.

**Table 5a. Barrow: Bedspace Utilization, Protective Custody (Alcohol) Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	252	22.4 %	8.69 hours	2,189.7 hours
1994	171	15.2	9.09	1,554.4
1995	73	6.5	9.24	674.4
1996	87	7.7	8.46	736.4
1997	114	10.1	8.28	943.9
1998	272	24.2	8.66	2,354.2
1999	157	13.9	9.34	1,466.9
<b>Total</b>	<b>1,126</b>		<b>8.81 hours</b>	<b>9,919.8 hours</b>

**Table 5b. Barrow: Bedspace Utilization, Assault 4 Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	127	14.3 %	73.36 hours	9,317.2 hours
1994	110	12.4	54.45	5,989.3
1995	47	5.3	42.36	1,990.7
1996	90	10.1	57.62	5,186.1
1997	98	11.0	43.55	4,267.8
1998	217	24.4	40.20	8,722.7
1999	201	22.6	55.43	11,141.9
<b>Total</b>	<b>890</b>		<b>52.38 hours</b>	<b>46,615.7 hours</b>

**Table 5c. Barrow: Bedspace Utilization, DWI Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	158	18.4 %	71.60 hours	11,313.4 hours
1994	147	17.2	62.38	9,170.1
1995	96	11.2	72.23	6,934.5
1996	81	9.5	51.82	4,197.2
1997	101	11.8	47.07	4,753.6
1998	191	22.3	54.46	10,402.2
1999	83	9.7	53.84	4,468.8
<b>Total</b>	<b>857</b>		<b>59.79 hours</b>	<b>51,239.8 hours</b>

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## Cordova Jail Profile

The jail in the city of Cordova is a member of the Alaska Community Jails Research Consortium. Cordova, which is at the southeastern end of Prince William Sound in the Gulf of Alaska, is historically an Aleut site, and the dominant Native culture remains Aleut, although Athabascan and Tlingit groups have strong associations with the community. Currently approximately 11.2 percent of the population of approximately 2,600 is Alaska Native. Cordova was the terminus of the Copper River and Northwestern Railroad and a port for shipment of copper ore from the Kennecott mine from early in the century until World War II. Today the port supports a substantial fishing industry. Cordova is accessible by plane or boat and is on the Alaska Marine Highway.

Operated by the Cordova Police Department, the jail is small, with three cells and six beds. It holds not only pretrial prisoners but also people doing very short misdemeanor sentences. Those whose trials will require extensive periods of time or people with lengthier sentences are transferred to a state-operated regional facility.

During the seven years of data collection (1993-1999) there were 843 admissions to the jail—an average of approximately 120 admissions per year. In fact the number of admissions ranged from 92 in 1999 to 157 in 1993 (Table 1). These jail admissions were accounted for by 504 people: 400 males (79.4%) and 104 females. The average age at first admission of all people admitted during the seven year data collection period was 34.3 years.

The 504 people in the data set averaged 1.67 admissions each, but 70.2 percent of them appeared only once in the data set (N=354) and fewer than ten percent were admitted more than three times (N=41). This minority was responsible for 246 admission events—nearly 30 percent of all admissions from 1993 to 1999. Three of these repeat offenders were admitted more than ten times and one accumulated 20 admissions during the seven years.

Charges at admission were loosely categorized for purposes of analysis into: offenses against persons, offenses against property, offenses against the public order, and “other” charges. Charges related to persons and property are essentially self-explanatory. We included protective custody holds, DWIs, and traffic offenses, along with drug offenses and other types of charges in the public order category. The “other” category contains behaviors which could not be defined—for example the

**Table 1. Cordova Admissions by Gender, 1993-1999**

Row percentages

	Gender associated with admission events				Total events
	Female		Male		
	Number	Percent	Number	Percent	
1993	28	17.8 %	129	82.2 %	157
1994	26	18.4	115	81.6	141
1995	23	16.3	118	83.7	141
1996	20	20.6	77	79.4	97
1997	16	14.0	98	86.0	114
1998	17	16.8	84	83.2	101
1999	21	22.8	71	77.2	92
Total events	151	17.9 %	692	82.1 %	843
Total Individuals	104	20.6 %	400	79.4 %	504

many jail admissions tied to arrest warrants or probation or parole violations, which could not be specifically identified.

There were 143 admissions to the Cordova jail for crimes against persons. Most of these (N=129) were assaults and most of the assault admissions (87.6%) were for assault in the fourth degree—a misdemeanor (N=113). Public order crimes comprised 44.8 percent of all charges listed (N=378) and “other” crimes were 30.6 percent (N=258).

The specific charge for which prisoners in the Cordova jail were most likely to be admitted was driving while intoxicated. There were 146 admissions under this charge during the seven-year period (17.3%). This figure included eight charges of felony DWI. A person may be charged with felony DWI if he or she has previously been convicted two or more times within the five years preceding the date of the instant offense. Admissions for DWI may include both persons taken into custody at the time of the offense and people admitted to serve mandatory sentences. In Alaska the first offense results in a mandatory three-day sentence and the second in a mandatory 20 days. It is possible that there is overlap between this offense frequency and that of the next most frequent reason for admission to the jail—serving time. No offense was specified when this was given as the reason for admission to the jail, but since there is a limit to the permitted duration of any one stay in the jail, it is reasonable to assume that some of this time has resulted from DWI convictions.

The third most common reason for admission to the jail was on a charge of assault in the fourth degree, a misdemeanor assault. There were 113 admissions on this charge. Assault fourth is fairly commonly charged in domestic violence situations, so we assessed what portion of these charges was associated with domestic violence. The billing sheets from which the data were transcribed included a column which was to be ticked each time a jail admission was connected to domestic violence. The accuracy of this variable is related to the information available to the admitting officer as well as the accuracy of the data entry person, so its reliability may leave something to be desired. We nevertheless computed the connection and found that more than half of these charges had been ticked as domestic violence (N=59). These 59 were 76.6 percent of the 77 admissions marked as domestic violence.

The smallest category of admission charges was property crime (see Table 2). Although property crimes are numerous and may involve many arrests, perpetrators are usually not detained. Of the

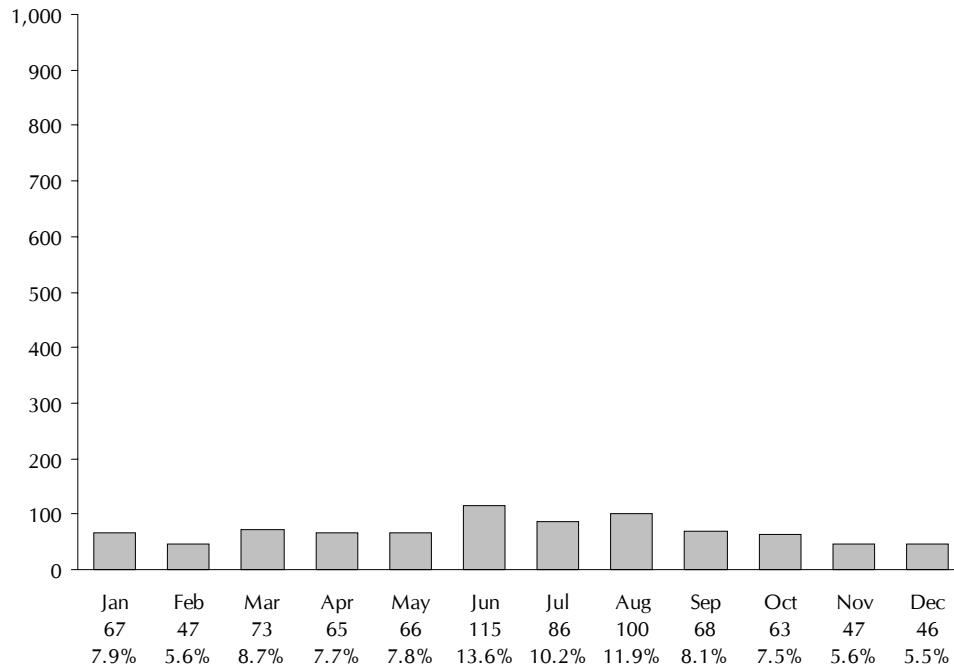
**Table 2. Cordova: Charge Category by Year of Admission, 1993-1999**

Row percentages									
	<b>Person</b>		<b>Property</b>		<b>Public order</b>		<b>Other</b>		<b>Total</b>
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
1993	17	10.8 %	4	2.5 %	82	52.2 %	54	34.4 %	157
1994	23	16.3	4	2.8	57	40.4	57	40.4	141
1995	21	14.9	14	9.9	67	47.5	39	27.7	141
1996	12	12.4	8	8.2	40	41.2	37	38.1	97
1997	33	28.9	10	8.8	35	30.7	36	31.6	114
1998	15	14.9	22	21.8	39	38.6	25	24.8	101
1999	22	23.9	2	2.2	58	63.0	10	10.9	92
<b>Total</b>	<b>143</b>	<b>17.0 %</b>	<b>64</b>	<b>7.6 %</b>	<b>378</b>	<b>44.8 %</b>	<b>258</b>	<b>30.6 %</b>	<b>843</b>



**Figure 1. Cordova Admissions by Month, 1993-1999**

Total admissions = 843



64 admissions to the Cordova jail for property crimes the largest number of admissions for a specific offense was for theft, including shoplifting (N=16).

The only other reason for admission that exceeded ten percent of the admission events was a warrant arrest. Usually not specified, these can include everything from failure to appear to violating release conditions. There were also a substantial number of protective custody holds.

We were also interested in assessing patterns over time and therefore examined crime categories by year (Table 2). There is great variance in the total number of admissions from year to year. The highest year was 1993; the lowest, 1996. In Cordova no yearly patterns are discernible. We also attempted to discover any seasonal variations which might appear in the data set and examined the aggregate data by month.

Figure 1 shows that the jail is busiest in the summer—the months of June and August have the highest number of admissions and July is nearly as high as August. The least busy months for the jail are February, November, and December. These winter months see fewer than half as many admissions, as do the months of June and August. These seasonal variations reflect variations in the fishing industry and could have implications for planning and staffing at the jail.

We then examined Cordova jail admissions by day of the week (Table 3) and by time of day (Table 4) because of the utility

**Table 3. Cordova Admissions by Day of Week, 1993-1999**

	Number	Percent
Sunday	108	12.8 %
Monday	127	15.1
Tuesday	96	11.4
Wednesday	124	14.7
Thursday	124	14.7
Friday	135	16.0
Saturday	129	15.3
<b>Total events</b>	<b>843</b>	

**Table 4. Cordova Admissions by Time of Day, 1993-1999**

	Number	Percent
Midnight to 3:00 AM	148	17.6 %
3:00 to 6:00 AM	62	7.4
6:00 to 9:00 AM	32	3.8
9:00 AM to Noon	146	17.3
Noon to 3:00 PM	77	9.1
3:00 to 6:00 PM	98	11.6
6:00 to 9:00 PM	148	17.6
9:00 PM to midnight	132	15.7
<b>Total events</b>	<b>843</b>	

of this kind of analysis for assessing staffing needs. As one might expect, the weekends were the busiest times for the jail. Friday and Saturday saw the largest number of admissions; Fridays showed 135 admissions and Saturdays 129. The lightest admission day was Tuesday, with only 96 admissions.

We divided the day into three-hour blocks to assess admissions by time of day. The two busiest three-hour periods were midnight to 3:00 A.M. and 6:00 to 9:00 P.M., both of which periods had 148 jail admissions. The midnight to 3:00 A.M. period was busiest on Saturdays,

when there were 32 admissions, and the 6:00 to 9:00 P.M. period was busiest on Thursdays, when there were 29. The quietest time for the jail seems to have been the period from 6:00 to 9:00 A.M. During this period there were as many admissions during the whole week as there were on Saturday from midnight to 3:00 A.M. The quietest days during the quietest periods were Wednesdays and Saturdays, each of which saw only one admission in the seven-year period.

An effort was also made to examine admissions for specific charges within the categories—specifically DWI, warrant, assault in the fourth degree, and protective custody. These were assessed by day of the week and by time of day. DWI admissions were most likely to occur on Saturdays and Thursdays. The three-hour period when most admissions for DWI occurred was Saturday between midnight and 3:00 A.M. (N=13), and the second busiest period was midnight to 3:00 A.M. on Thursday (N=11). Persons were most likely to be admitted to the Cordova jail on charges of DWI between 9:00 at night and 3:00 in the morning (N=76); 54 percent of DWI admissions occurred during this period. There were long periods when no DWI arrests admissions occurred in the Cordova jail—Saturdays and Sundays between 6:00 A.M. and 3:00 P.M. or Wednesdays between 3:00 A.M. and noon.

Midnight to 3:00 A.M. was the period when persons charged with fourth degree assault were most likely to be admitted to the Cordova jail (N=27), followed by 9:00 P.M. to midnight (N=19) and 6:00 to 9:00 P.M. (N=17).

The primary measure of

**Table 5. Cordova: Bedspace Utilization, 1993-1999**

All admissions.

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
<b>By offense</b>				
DWI	138	16.4 %	22.95 hours	3,167.6 hours
Serving time (no offense specified)	123	14.6	95.04	11,689.8
Assault 4	113	13.4	43.50	4,915.3
Warrant	93	11.0	33.49	3,115.3
PC alcohol	77	9.1	10.52	810.8
<b>By year</b>				
1993	157	18.6 %	33.52 hours	5,262.1 hours
1994	141	16.7	52.99	7,472.2
1995	141	16.7	48.48	6,836.4
1996	97	11.5	42.48	4,130.5
1997	114	13.5	48.01	5,473.3
1998	101	12.0	48.09	4,856.6
1999	92	10.9	57.39	5,279.6
<b>Total</b>	<b>843</b>		<b>46.63 hours</b>	<b>39,310.6 hours</b>

how jail resources are used is tied to the amount of time people spend in the jail. Every admission requires staff time, even those released soon after booking, but those confined for several hours (or days or weeks) consume extensive amounts of staff time and other resources as well. We used length of stay as a measure of jail resource utilization. Length of stay was computed in hours by subtracting time of admission from time of release. We assessed mean length of stay for the entire Cordova data set as well as for selected offenses (Table 5).

The mean length of stay for all 843 admissions to the Cordova jail was 46.632 hours. The highest mean length of stay was in the year with the fewest admissions (1999). The means varied by year with no discernible pattern. Average length of stay for DWI, the most frequent single admission charge, was less than 24 hours. The means for this charge ranged from a low of 8.841 hours in 1996 to a high of 35.165 hours in 1999. The total number of hours of jail time consumed by DWI admissions was 3,167.55 hours.

When total hours are assessed, the most time was spent in Cordova on those admitted to serve time. This admission reason was the second most frequent single admission reason after DWI (N=123). Admissions on this charge averaged 95.039 hours and totaled 11,689.82 hours—more than DWIs, warrant arrests, and fourth degree assault combined.

There were 113 admission for assault in the fourth degree. This charge showed a mean length of stay of almost two days (43.498 hours). The 93 admissions on arrest warrants averaged 33.4975 hours. The numbers for these offenses are too small to provide any conclusions.

The Cordova jail is a small facility which serves a small city. It averages about ten admissions every month and is especially busy during the summer. Persons are more likely to enter the jail for driving while intoxicated than for any other reason.

**Table 5a. Cordova: Bedspace Utilization, DWI Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	27	19.6 %	18.54 hours	500.6 hours
1994	12	8.7	13.74	164.9
1995	21	15.2	23.00	482.9
1996	19	13.8	8.84	168.0
1997	12	8.7	22.31	267.7
1998	20	14.5	31.70	634.0
1999	27	19.6	35.16	949.5
<b>Total</b>	<b>138</b>		<b>22.95 hours</b>	<b>3,167.6 hours</b>

**Table 5b. Cordova: Bedspace Utilization, Admissions to Serve Time by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	25	20.3 %	69.72 hours	1,743.0 hours
1994	20	16.3	143.35	2,867.1
1995	19	15.4	129.18	2,454.4
1996	25	20.3	99.64	2,490.9
1997	23	18.7	46.91	1,079.0
1998	10	8.1	101.40	1,014.0
1999	1	0.8	41.50	41.5
<b>Total</b>	<b>123</b>		<b>95.04 hours</b>	<b>11,689.8 hours</b>

**Table 5c. Cordova: Bedspace Utilization, Assault 4 Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	13	11.5 %	26.36 hours	342.7 hours
1994	19	16.8	41.31	784.8
1995	17	15.0	31.90	542.3
1996	8	7.1	13.24	105.9
1997	29	25.7	64.93	1,883.0
1998	10	8.8	15.31	153.1
1999	17	15.0	64.91	1,103.5
<b>Total</b>	<b>113</b>		<b>43.50 hours</b>	<b>4,915.3 hours</b>

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## Craig Jail Profile

The city of Craig is located on a small island west of Prince of Wales Island to which it is connected by a causeway. Its rich resources have been historically important for the Tlingit and Haida people. Currently, Alaska Natives comprise approximately 23 percent of the Craig population—estimated at 2,109 in 1996. Although the Tlingit/Haida cultures continue to be an important influence, the city of Craig is primarily a non-Native fishing town. In addition to the fishing industry Craig also has logging and sawmill operations.

The jail in Craig is a member of the Alaska Jails Research Consortium; it is operated by the Craig Police Department. The jail is small, with five cells and seven beds. The jail holds not only pretrial prisoners but also people doing very short misdemeanor sentences. Those whose trials will require extensive periods of time or people with lengthier sentences are transferred to a state operated regional facility.

During the seven years of data collection (1993-1999) there were 2,752 admissions to the jail—an average of approximately 393 admissions per year. The number of admissions ranged from 341 in 1999 to 520 in 1994 (Table 1). These jail admissions were accounted for by 1,289 people, 1060 of whom were male (82.2%) and 229, female. The average age at admission of all people admitted during the seven-year data collection period was 33.4 years.

The 1,289 people in the data set averaged 2.13 admissions each, but 57.5 percent of them appeared only once in the data set (N=741); 6.6 percent appeared five or more times (N=85). Seventeen of these repeat offenders appeared in the Craig jail more than ten times and one accumulated 29 admissions over the seven-year period.

In order to examine the reasons for admission to the jail we loosely categorized charges at admission: offenses against persons, offenses against property, offenses against the public order, and “other” charges. Charges related to persons and property are essentially self-explanatory. We included protective custody holds, DWIs and traffic offenses along with drug offenses and other types of charges in the public order category. The “other” category contains behaviors which could not be defined; for example the many jail admissions tied to arrest warrants or probation or parole violations (Table 2), which are not specified.

**Table 1. Craig Admissions by Gender, 1993-1999**

Row percentages

	Gender associated with admission events				Total events
	Female		Male		
	Number	Percent	Number	Percent	
1993	60	15.0 %	340	85.0 %	400
1994	79	15.2	441	84.8	520
1995	78	20.4	304	79.6	382
1996	71	19.8	287	80.2	358
1997	55	14.1	336	85.9	391
1998	57	15.8	303	84.2	360
1999	76	22.3	265	77.7	341
Total events	476	17.3 %	2,276	82.7 %	2,752
Total Individuals	229	17.8 %	1,060	82.2 %	1,289

There were 345 admissions to the Craig jail for crimes against persons. Most of these (N=325) were assaults and most of the assault admissions (86.9%) were for assault in the fourth degree—a misdemeanor (N=299). Public order crimes comprised 40.3 percent of all charges listed (N=1,108) and “other” crimes were 41.2 percent (N=1,134). Property crimes were the smallest category (N=163). While property crimes tend to be numerous, persons charged for them are not likely to be detained. For example, only eleven charges of theft, including concealment of merchandise, were listed, yet larceny/theft is one of the crimes most frequently listed in the Uniform Crime Reports.

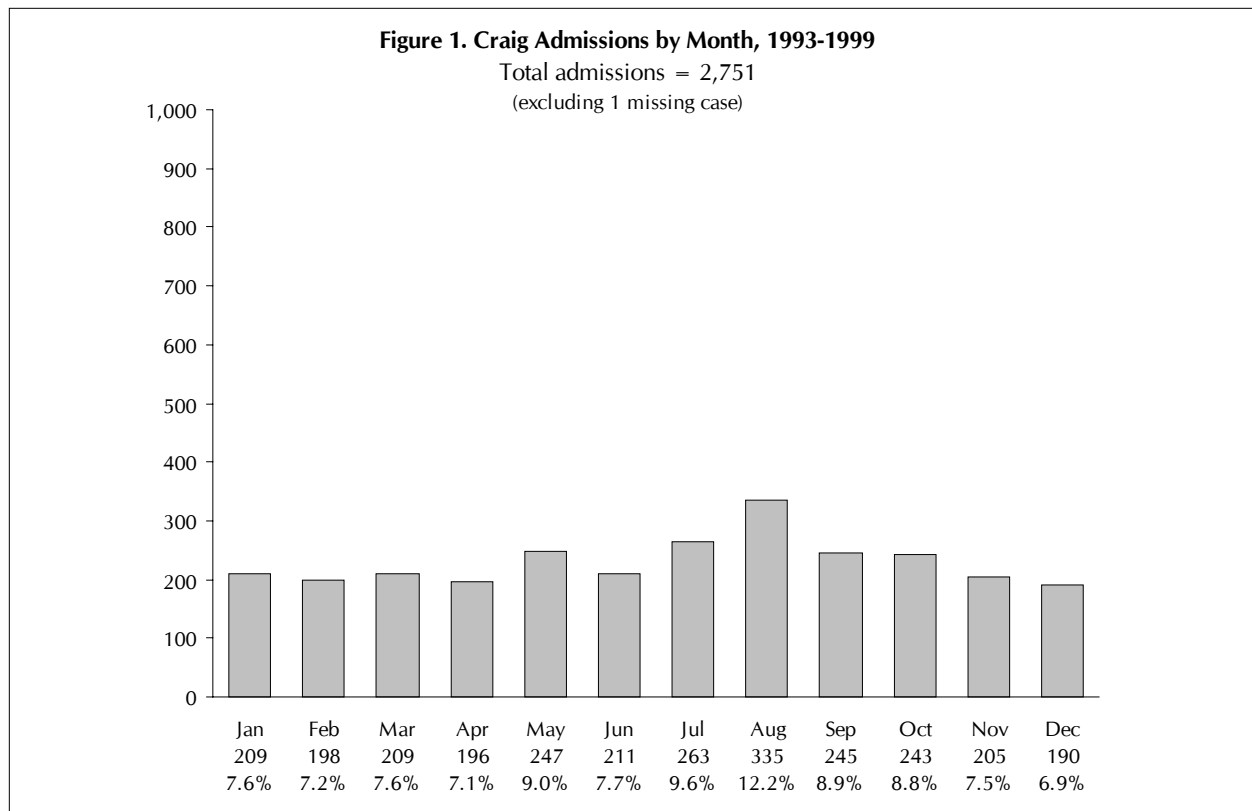
The specific reason for admission to the Craig jail which was most likely to be listed was an arrest warrant. The reasons for the warrant were not provided (where they were the offense was coded or the reason was, e.g., warrant—failure to appear). This charge was logged in in 23.7 percent of the admissions (N=652). The second charge for which Craig jail residents were most likely to be admitted was DWI. There were 458 admissions for this reason, including five charges of felony DWI. An individual can be charged with felony DWI if he or she has previously been convicted two or more times within the five years preceding the date of the instant offense. Admissions for DWI may include both persons taken into custody at the time of the offense and people admitted to serve mandatory sentences. In Alaska, the first DWI offense results in a mandatory three-day sentence, and a mandatory 20 days results from a second conviction. It is possible that there is overlap between this offense frequency and that of the next most frequent reason for admission to the jail—serving time. No offense was specified when this was given as the reason for admission to the jail, but since there is a limit to the permitted duration of any one stay in the jail, it is reasonable to assume that some of this time has resulted from DWI convictions. There were 369 admissions to serve a sentence, 13.4 percent of all charges.

The fourth most common reason for admission to the Craig jail was on a charge of assault in the fourth degree, a misdemeanor. There were 299 admissions on this charge. Assault in the fourth degree is fairly commonly charged in domestic violence situations, so we assessed what portion of these charges was associated with domestic violence. The billing sheets from which the data were transcribed included a column which was to be ticked each time a jail admission was connected to domestic violence. The accuracy of this variable is related to the information available to the admitting officer as well as the accuracy of the data entry person, so its reliability may not be

**Table 2. Craig: Charge Category by Year of Admission, 1993-1999**

Row percentages; excludes 2 missing cases.

	<b>Person</b>		<b>Property</b>		<b>Public order</b>		<b>Other</b>		<b>Total</b>
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
1993	33	8.3 %	36	9.0 %	196	49.0 %	135	33.8 %	400
1994	44	8.5	34	6.5	248	47.7	194	37.3	520
1995	51	13.4	20	5.2	132	34.6	179	46.9	382
1996	51	14.2	22	6.1	98	27.4	187	52.2	358
1997	67	17.1	20	5.1	122	31.2	182	46.5	391
1998	52	14.4	15	4.2	158	43.9	135	37.5	360
1999	47	13.9	16	4.7	154	45.4	122	36.0	339
<b>Total</b>	<b>345</b>	<b>12.5 %</b>	<b>163</b>	<b>5.9 %</b>	<b>1,108</b>	<b>40.3 %</b>	<b>1,134</b>	<b>41.2 %</b>	<b>2,750</b>



perfect. We nevertheless computed the connection and found that 76.6 percent of the assault in the fourth degree charges had been ticked as domestic violence (N=227). These 227 were 82.7 percent of all of the admissions marked as domestic violence (N=275).

Although charge categories by year of admission permits an attempt to assess trends over time, there clearly is great variance in the total number of admissions from year to year. The highest year was 1994, the lowest, 1999. In Craig no yearly patterns were discernible. We therefore attempted to uncover any seasonal variations and examined the aggregate data by month.

Figure 1 shows that the jail is busiest in the summer. The months of July and August have the highest number of admissions with August the busiest month for the jail—12.2 percent of all admissions occurred during August. June, with 211 admissions, was not much busier than January or March, each of which had 209. The least busy month for the jail was December, when 6.9 percent of admissions occurred (N=190).

We then examined Craig jail admissions by day of the week (Table 3) and by time of day because of the utility of this kind of analysis for assessing staffing needs. As one might expect the weekends were the busiest times for the jail. The largest number of admissions was logged in on Saturdays (N=555), the next largest on Sunday (N=506). The lightest admission day was Tuesday with only 283 admissions.

**Table 3. Craig Admissions by Day of Week, 1993-1999**

	Number	Percent
Sunday	506	18.4 %
Monday	325	11.8
Tuesday	283	10.3
Wednesday	320	11.6
Thursday	326	11.9
Friday	436	15.8
Saturday	555	20.2
<b>Total events</b>	<b>2,751</b>	

**Table 4. Craig Admissions by Time of Day, 1993-1999**

	Number	Percent
Midnight to 3:00 AM	519	18.9 %
3:00 to 6:00 AM	297	10.8
6:00 to 9:00 AM	176	6.4
9:00 AM to Noon	190	6.9
Noon to 3:00 PM	268	9.7
3:00 to 6:00 PM	403	14.6
6:00 to 9:00 PM	430	15.6
9:00 PM to midnight	468	17.0
<b>Total events</b>	<b>2,751</b>	

We divided the day into three-hour blocks to assess admissions by time of day (Table 4). The two busiest three-hour periods were midnight to 3:00 A.M., when there were 519 admissions, and 9:00 P.M. to midnight, when there were 468 jail admissions. The midnight to 3:00 A.M. period was busiest on Sunday, when 6.6 percent of all admissions took place (N=182). The second busiest time period was midnight to 3:00 A.M. on Saturdays (N=140). Of course we can consider these time blocks extensions of the evening before—Sunday after midnight really being a continuation of Saturday night and the Saturday morning hours an

extension of Friday evening. The 9:00 to midnight period was busiest on Saturdays, when there were 129 admissions. The quietest time for the jail was the period from 6:00 to 9:00 A.M. During this period there were fewer admissions during the whole week than there were on Sunday from midnight to 3:00 A.M. (N=176). The quietest days during the quietest period were Tuesdays with 13 admissions and Wednesday with 16 admissions in the seven-year period.

An effort was also made to examine admission times for selected charges—specifically DWI, warrant, and assault in the fourth degree. These were assessed by day of the week and by time of day. Admissions on arrest warrants were most likely to occur in the afternoon (noon to 6:00 P.M.); nearly a third of all warrant admissions to the jail happened during this time period. This is logical since warrants are often issued and served in the daytime. A substantial number of warrant arrests seem to have happened between 9:00 P.M. and midnight also (N=124). Warrant admissions were more likely to occur late in the week than early, with numbers for Sunday through Tuesday below 80 and Wednesdays through Saturday above 100.

DWI admissions were most likely to occur on Saturdays and Sundays. The three-hour period when most admissions for DWI occurred was between midnight and 3:00 A.M. (N=130) and most of these occurred on Saturdays and Sundays. Both of these time periods are, in essence, extensions of the previous evening and so might be considered very late Friday or very late Saturday. Another busy time period for DWI admissions was 3:00 to 6:00 A.M.; 79 of the 101 admissions during this hour occurred on Saturday and Sunday.

Admissions for fourth degree assaults also were most likely to occur on Saturdays and Sundays. Half of all assault in the fourth degree admissions occurred on these two days (N=150). The period from 9:00 to midnight saw the largest number of fourth degree assault admissions (N=65), with midnight to 3:00 A.M. having just slightly fewer.

The primary measure of how jail resources are used is tied to the amount of time people spend in the jail. Every admission requires staff time—even those released soon after booking—although those confined for several hours (or days or weeks) consume extensive amounts of staff time and other resources as well. The hours held was computed by subtracting date and time admitted from date and time released (see Table 5).

We computed mean number of hours held for each year of data and the mean for the full seven



years by subtracting date of admission from date of release. There were four admission events that were missing release information. The mean ranged from a low of 40.17 hours in 1994 to a high of 65.89 hours in 1999. We also computed a yearly total of hours held: this ranged from 16,928.07 in 1993 to 23,615.75 in 1998. The average duration of any given stay in the Craig jail during the seven years under study was 53.989 hours—slightly more than two days. The total number of hours the jail spent admitting, keeping and releasing prisoners during the seven years was 148,363.47—almost 17 years of staff time.

We examined duration of stay for selected admission charges in Craig: warrant arrests, DWI, serving time, and fourth degree assault. The average length of stay for admissions on warrants was just over two days (55.038 hours). The sum was nearly 36,000 hours, but this total was dwarfed by the hours consumed by those serving time – 53,503.23 hours.

DWI admissions averaged 28.571 hours each. These means ranged from a low of 10.4098 hours in 1996 to a high of 47.0351 hours in 1998. These admissions not only include persons taken into custody at the time of the offense to prevent them from driving, but also persons serving mandatory three-day or 20-day DWI sentences. The total number of jail hours consumed by this charge was just under 13,000.

Misdemeanor assaults consumed a total of 12,337.42 hours of jail time during the seven years under study. The mean length of stay was 41.262 hours. The year with the highest average length of stay for assault in the fourth degree was 1999 (80.497 hours); the lowest, 1995 (19.770 hours).

The Craig jail is a very busy facility for a community so small community. Possibly because of the transient nature of the fishing industry, people held in the Craig jail appeared in other jails as well. Of the 1,289 people whose first appearance in the data set was in Craig, 145 also appeared in other facilities (11.28%). Two of the admittees appeared in the records of five other facilities and four appeared in four facilities. Most of these multi-facility offenders appeared in other jails in southeast Alaska, although Dillingham, Unalaska and Homer were also represented. All the communities represented are involved in the fishing industry.

The amount of time admittees spent in the Craig jail was, on average, quite high. The mean length of time spent in the jail for the 1289 persons admitted was 108.47 hours, or about four and a half days. A substantial amount of jail time seems to have been spent on warrant arrests; the

**Table 5. Craig: Bedspace Utilization, 1993-1999**

All admissions					
	Admissions		Hours in custody		
	Number	% of total	Mean duration	Sum	
By offense					
Warrant	650	23.7 %	55.04 hours	35,774.6 hours	
DWI	453	16.5	28.57	12,942.8	
Serving time	368	13.4	145.39	53,503.2	
Assault 4	299	10.9	41.26	12,337.4	
By year					
1993	398	14.5 %	45.53 hours	16,928.1 hours	
1994	520	18.9	40.17	20,888.8	
1995	382	13.9	47.45	18,124.5	
1996	358	13.0	64.62	23,134.1	
1997	391	14.2	59.68	23,335.2	
1998	360	13.1	65.60	23,615.8	
1999	339	12.3	65.89	22,337.1	
Total	2,748		53.99 hours	148,363.5 hours	

**Table 5a. Craig: Bedspace Utilization, Warrant Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	73	11.2 %	37.56 hours	2,742.1 hours
1994	103	15.8	47.97	4,940.8
1995	97	14.9	53.83	5,221.4
1996	84	12.9	54.10	4,544.4
1997	102	15.7	56.98	5,811.9
1998	96	14.8	68.91	6,615.2
1999	95	14.6	62.09	5,898.7
<b>Total</b>	<b>650</b>		<b>55.04 hours</b>	<b>35,774.6 hours</b>

**Table 5c. Craig: Bedspace Utilization, Admissions for Serving Time by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	53	14.4 %	143.57 hours	7,609.4 hours
1994	82	22.3	127.48	10,453.4
1995	75	20.4	119.26	8,944.1
1996	80	21.7	164.06	13,125.0
1997	70	19.0	169.86	11,890.2
1998	6	1.6	96.09	576.5
1999	2	0.5	452.31	904.6
<b>Total</b>	<b>368</b>		<b>145.39 hours</b>	<b>53,503.2 hours</b>

**Table 5b. Craig: Bedspace Utilization, DWI Admissions by Year, 1993-1999**

Assau	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	61	13.5 %	24.25 hours	1,479.2 hours
1994	89	19.6	13.23	1,177.1
1995	46	10.2	15.77	725.2
1996	29	6.4	10.41	301.9
1997	52	11.5	21.35	1,110.4
1998	94	20.8	47.04	4,421.3
1999	82	18.1	45.46	3,727.7
<b>Total</b>	<b>453</b>		<b>28.57 hours</b>	<b>12,942.8 hours</b>

**Table 5d. Craig: Bedspace Utilization, Assault 4 Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	23	7.7 %	32.66 hours	751.2 hours
1994	36	12.0	23.58	848.8
1995	49	16.4	19.77	968.8
1996	41	13.7	30.77	1,261.7
1997	55	18.4	32.22	1,772.0
1998	51	17.1	62.61	3,193.0
1999	44	14.7	80.50	3,541.9
<b>Total</b>	<b>299</b>		<b>41.26 hours</b>	<b>12,337.4 hours</b>

average length of stay in the Craig jail for each arrest warrant with complete information was 55 hours (N=650).

The jail in Craig serves as a longer-term holding facility for a number of smaller communities in the surrounding area as well as holding local miscreants taken into custody at arrest, awaiting trial, or serving short misdemeanor sentences. It processes a large number of admittees and releasees for a facility of its size.

## Dillingham Jail Profile

Dillingham is located in northern Bristol Bay Borough in southwestern Alaska. Dillingham has a population of approximately 2,332, 55.8 percent of whom are Alaska Native. The city is a “hub” community which serves as the economic, transportation, and public service center for surrounding villages. The area was inhabited by both Athabascans and Eskimos when a Russian trade center was established there in 1818. The area is rich in natural resources and its first cannery was established close to modern Dillingham in 1884. The fishing industry continues to dominate the economy.

The Dillingham jail has six cells and eight beds. Because the city it serves is a regional center for government services, the jail holds prisoners transferred from outlying villages serving short sentences or awaiting transfer to large state-operated regional facilities. It also houses local residents who have run afoul of the law and visitors from the nearby communities who get into trouble as they pass through. A special challenge for the jail is the doubling of the area’s population during the fishing season.

During the seven-year data collection period the Dillingham jail experienced 3,341 admission events, an average of more than 477 per year (Table 1). In fact, the number of admissions per year varied from a low of 355 in 1994 to a high of 580 in 1999, a considerable range and a substantial increase over the five-year period. These 3341 admissions were accumulated by 1,372 people, 1,130 of whom were male (82.4%) and 242, female. The 1,372 people had a mean number of 2.44 admission events per person. In fact, more than half (56.6%) appeared only once during the seven years (N=777). Only 9.8 percent appeared more than five times, but this small percentage of people accounted for 1,195 admission events, 35.6 percent of the total.

Charges at admission to the jail were loosely categorized for purposes of analysis: offenses against persons, offenses against property, offenses against the public order, and other charges. Charges related to persons and property are essentially self-explanatory. We included protective custody holds, DWIs and traffic offenses along with drug offenses and some other mainly alcohol related charges in the public order category which includes more than half of all of the 3,341 charges. The “other” category contains behaviors which could not be

**Table 1. Dillingham Admissions by Gender, 1993-1999**

Row percentages

	Gender associated with admission events				Total events
	Female		Male		
	Number	Percent	Number	Percent	
1993	60	13.1 %	398	86.9 %	458
1994	47	13.2	308	86.8	355
1995	74	14.9	423	85.1	497
1996	94	19.4	391	80.6	485
1997	74	15.2	413	84.8	487
1998	83	17.3	396	82.7	479
1999	83	14.3	497	85.7	580
Total events	515	15.4 %	2,826	84.6 %	3,341
Total Individuals	242	17.6 %	1,130	82.4 %	1,372

**Table 2. Dillingham: Charge Category by Year of Admission, 1993-1999**

Row percentages									
	Person		Property		Public order		Other		Total
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
1993	100	21.8 %	30	6.6 %	164	35.8 %	164	35.8 %	458
1994	78	22.0	39	11.0	117	33.0	121	34.1	355
1995	94	18.9	86	17.3	163	32.8	154	31.0	497
1996	140	28.9	96	19.8	159	32.8	90	18.6	485
1997	143	29.4	141	29.0	143	29.4	60	12.3	487
1998	116	24.2	126	26.3	134	28.0	103	21.5	479
1999	175	30.2	103	17.8	122	21.0	180	31.0	580
<b>Total</b>	<b>846</b>	<b>25.3 %</b>	<b>621</b>	<b>18.6 %</b>	<b>1,002</b>	<b>30.0 %</b>	<b>872</b>	<b>26.1 %</b>	<b>3,341</b>

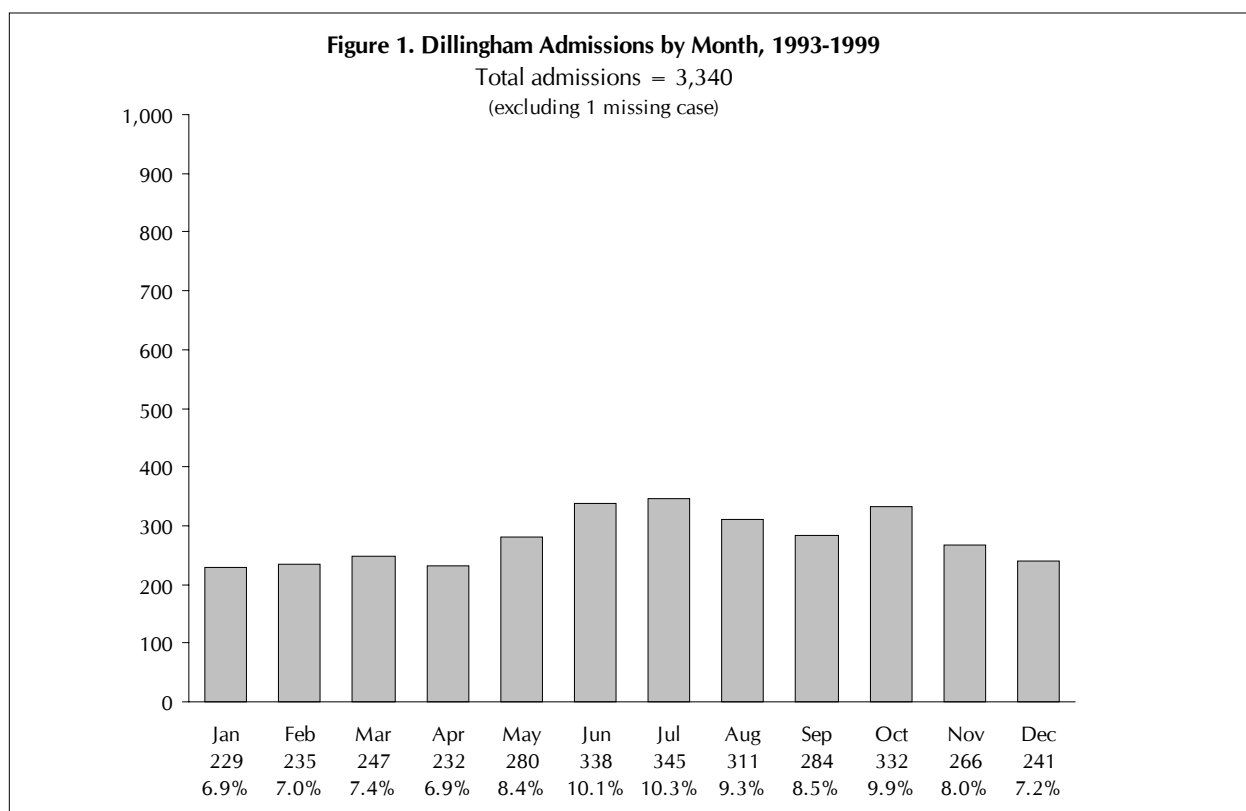
defined; for example many jail admissions were tied to arrest warrants with no reason specified (N=521) or to violations of conditions of conduct (N=149).

The smallest category of admission charges was property crime (Table 2). Although property crimes are numerous and may involve many arrests, perpetrators are usually not detained. Of the 621 admissions to the Dillingham jail for property crimes, the largest number of admissions for a specific offense was for theft (N=79) and the second most frequent was burglary (N=59).

There were 846 admissions to the Dillingham jail for crimes against persons. Most of these (N=760) were assaults (89.6%) and most of the assault admissions (88.0%) were for assault in the fourth degree—a misdemeanor (N=669).

**Figure 1. Dillingham Admissions by Month, 1993-1999**

Total admissions = 3,340  
(excluding 1 missing case)



We examined crime categories by year to assess patterns over time. There is great variance in the total number of admissions from year to year, with these variations showing little pattern. It is useful to examine proportional differences among the years by charge category. The proportion of all charges accounted for by crimes against persons dipped in 1994 and again in 1998. A year after this second dip the number rose to an all-time high in 1999. Admissions on public order charges were relatively stable but showed dips in the same years—1994 and 1998. The highest year for admissions on these charges was 1993.

Although yearly (or periodic) analysis of the data is useful, it is especially useful to assess seasonal trends. We examined jail admission by month to see if the seasons had an impact on the jail population, particularly in cities where employment is seasonal. We used aggregate data for this assessment.

The number of arrests varied little from month to month (Figure 1). The month with the highest number of admissions was July, with 345 admissions, followed by June, with 338. Not far behind June was October with 332. January had the fewest admissions with 229, while the month with the next fewest was April.

Daily variations were also of interest (Table 3). We assumed that the jail would be busiest on weekends and when the data were examined by day of the week the outcome was predictable—Friday had the most admissions (617) followed by Saturday (597).

In order to assess admissions by time of day (Table 4), the day was divided into eight three-hour blocks: midnight to 3:00 A.M., 3:00 to 6:00 A.M., 6:00 to 9:00 A.M., etc. For Dillingham the busiest time period was 3:00 to 6:00 P.M., when 23.0 percent of all admissions occurred (N=767). No other block of time approached this number. The noon to 3:00 P.M. period was also quite a busy time for the jail with 531 admissions. Altogether, the six-hour period from noon to 6:00 P.M. saw nearly 40 percent of all jail admissions. The slowest time period was 6:00 to 9:00 A.M. (In other jails the midnight to 3:00 A.M. period was one of the busiest times for the jail.)

An effort was also made to examine admission for charge categories and for specific charges

within those categories; assault in the fourth degree (N=669), warrant arrests (N=521) and DWI (N=511) were the most frequently entered admission reasons. DWI admissions were most likely to occur on Saturdays (N=109) and Fridays (N=102). The busiest time periods were midnight to 3:00 A.M. (N=129) and late afternoon, 3:00 to 6:00 P.M. The busiest single time period was Saturday between midnight and 3:00 in the morning; there were 56 admissions during this time. DWIs were least likely to enter the jail between 6:00 and 9:00 A.M.

Forty-two percent of all warrant admissions occurred

**Table 3. Dillingham Admissions by Day of Week, 1993-1999**

	Number	Percent
Sunday	334	10.0 %
Monday	356	10.7
Tuesday	490	14.7
Wednesday	483	14.5
Thursday	463	13.9
Friday	617	18.5
Saturday	597	17.9
<b>Total events</b>	<b>3,340</b>	

**Table 4. Dillingham Admissions by Time of Day, 1993-1999**

	Number	Percent
Midnight to 3:00 AM	497	14.9 %
3:00 to 6:00 AM	220	6.6
6:00 to 9:00 AM	123	3.7
9:00 AM to Noon	346	10.4
Noon to 3:00 PM	531	15.9
3:00 to 6:00 PM	767	23.0
6:00 to 9:00 PM	492	14.7
9:00 PM to midnight	364	10.9
<b>Total events</b>	<b>3,340</b>	

between noon and 6:00 P.M. (N=220). This large proportion helps to explain the large number of all admissions during this time period.

Admissions to the Dillingham jail for assault in the fourth degree were a fifth of all admissions to the jail. We assessed them by day of week as well as time of day, hypothesizing that weekends would see the largest influx into the jail for fourth degree assault. This certainly seemed to be the case. Saturday saw 18.7 percent of all assault admissions (N=125), and when paired with Friday admissions, nearly a third of all assault in the fourth degree admissions occurred on these two days. But fourth degree assault also was a major reason for admission on Tuesdays, when there were more admissions on this charge than there were on Fridays (N=100).

Because assault in the fourth degree is frequently charged in domestic violence cases, we also examined admissions associated with domestic violence. The billing sheets from which the data for this project were computerized include a column to be ticked when a charge is associated with domestic violence. For some charges such as violating a restraining order (N=29), all admissions were ticked, and 79.4 percent of the fourth degree assaults were ticked as domestic violence (N=255).

As for when these domestic violence admissions occurred, Saturday was the busy day, with 58 admissions, but the charges were fairly evenly distributed among the remaining days of the week: Sunday had 47 and Wednesday, 48, but the rest had 41 or 42.

We should note that the domestic violence data are particularly subject to error both at the source and in data entry. The accuracy of these data depends on the degree to which jail personnel are aware of the circumstances surrounding the charge and the care with which the data are transcribed to the billing sheets. Human error at the computer entry stage may compound the accuracy problem. Nevertheless, this information does seem to shed some light on jail resource utilization.

The primary measure of how jail resources are used is tied to the amount of time people spend in the jail. Every admission requires staff time, even those released soon after booking, but those confined for several hours (or days or weeks) consume extensive amounts of staff time and other resources as well. Length of stay was computed in hours from the admission and release times on the billing sheets. There were thirteen events on the Dillingham billing sheets which had no release information. For the remainder the mean length of stay was more than 100 hours (104.78). The means by year are displayed in Table 5. The figures show a steady and rather dramatic increase from 1993 to 1999. When coupled

**Table 5. Dillingham: Bedspace Utilization, 1993-1999**

All admissions					
	Admissions		Hours in custody		
	Number	% of total	Mean duration	Sum	
By offense					
Assault 4	664	20.0 %	137.23 hours	91,118.7 hours	
Warrant	521	15.7	75.80	39,494.0	
DWI	511	15.4	75.54	38,603.2	
By year					
1993	458	13.8 %	75.11 hours	34,400.0 hours	
1994	355	10.7	83.12	29,505.9	
1995	497	14.9	79.78	39,648.9	
1996	485	14.6	97.83	47,448.1	
1997	487	14.6	98.44	47,939.9	
1998	479	14.4	141.40	67,731.1	
1999	567	17.0	144.68	82,034.4	
Total	3,328		104.78 hours	348,708.2 hours	

with the increasing number of admissions, the growing length of stay for each admission suggests increasing crowding for the jail. Explaining the longer average stays is not within the scope of this report, but such factors as new court personnel, changes in bail procedures, new laws might be studied in an effort to explain the growing average.

We examined length of stay for the most common charges listed on the Dillingham billing sheets: fourth degree assault, warrant arrest, and DWI. Except for 1997, when the average length of stay dropped back to 1995 levels, the mean length of stay for fourth degree assault increased over the seven-year period from four days to more than a week. While mandatory arrest laws went into effect in Alaska in 1996 these laws did not specify a length of time held to be held, so the law cannot explain the increase.

The mean length of time one was held on a warrant was steady for the first three years of data collection at a bit more than two days, then it rapidly ballooned to almost six days. In contrast, the mean length of stay for DWIs varied greatly from year to year with no pattern discernible. The lowest average was in 1997 and the highest in 1998. We included sums in the table to show the

total number of hours spent in the jail each year and for the full seven years. The amount of time the jail spends on fourth degree assault is about 25 percent of the total time for all admissions to the jail.

Clearly the Dillingham jail is very busy and its business has been growing. The jail incarcerates a rather large percentage of persons charged with violent acts. Charges for violent crime were one fourth of all admissions—a rather substantial proportion when compared to other community jails. We should note that the Dillingham jail is one of the few community jails which does not enter protective custody holds on the billing sheets. If they did their numbers would probably be even higher than are reflected in this report.

**Table 5a. Dillingham: Bedspace Utilization, Assault Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	79	11.9 %	97.24 hours	7,681.8 hours
1994	63	9.5	110.05	5,933.4
1995	70	10.5	126.33	8,843.4
1996	119	17.9	136.59	16,253.9
1997	108	16.3	126.91	13,706.7
1998	87	13.1	154.16	13,411.9
1999	138	20.8	176.00	24,287.7
<b>Total</b>	<b>664</b>		<b>137.23 hours</b>	<b>90,118.7 hours</b>

**Table 5b. Dillingham: Bedspace Utilization, Warrant Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	118	22.6 %	54.05 hours	6,377.7 hours
1994	87	16.7	54.34	4,727.6
1995	112	21.5	56.13	6,286.8
1996	65	12.5	68.32	4,441.1
1997	40	7.7	100.30	4,012.2
1998	58	11.1	140.76	8,164.1
1999	41	7.9	133.77	5,484.6
<b>Total</b>	<b>521</b>		<b>75.80 hours</b>	<b>39,494.0 hours</b>

**Table 5c. Dillingham: Bedspace Utilization, DWI Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	70	13.7 %	81.09 hours	5,676.0 hours
1994	57	11.2	71.29	4,063.6
1995	69	13.5	54.53	3,762.5
1996	85	16.6	76.15	6,472.6
1997	78	15.3	52.05	4,059.6
1998	81	15.9	107.62	8,717.5
1999	71	13.9	82.41	5,851.4
<b>Total</b>	<b>511</b>		<b>137.23 hours</b>	<b>38,603.2 hours</b>

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## Haines Jail Profile

The Haines jail serves the southeast community of Haines, which is located on the Lynn Canal and is just south of the Canadian border. A deep water port, Haines is the northern terminus of the Alaska Marine Highway system and is connected by road to Canada and through Canada to Interior Alaska. It is also a major cruise ship port-of-call. Because of its location Haines was a major supply center during the Klondike gold rush. Today forestry, commercial fishing, and tourism are major bases of the economy. Although the area was an important resource and trading center for both the Chilkat Indians and Indians from the interior, the missions, canneries, and the gold rush established Haines as a predominantly non-Native community. The present population of approximately 1463 is less than 20 percent Alaska Native.

The Haines jail is a small facility with three cells and six beds. It is operated by the Haines Police Department. During the seven years under study (1993-1999), the jail experienced 697 separate admissions to the facility, an average of just about 100 per year. In fact the yearly admissions ranged from a low of 66 in 1999 to a high of 114 in 1998. These admission events were accumulated by 390 people, of whom 321 were male (82.3%) and 69 were female (see Table 1). Their average age at first admission was 32.95 years. The 390 people averaged 1.8 admissions each, but 63.1 percent of them appeared in the data set only once. Only 5.6 percent had five or more appearances in the data set, but this small percentage accumulated nearly 20 percent of all admission events (N=135).

In order to determine the reasons for their admissions to the jail, we categorized the charges at admission loosely as offenses against persons, offenses against property, offenses against the public order, and “other” charges. Charges related to persons and property are essentially self-explanatory. We included protective custody holds, DWIs and traffic offenses, along with drug offenses and some other mainly alcohol related charges in the public order category, which includes more than half of all of the 697 charges. The “other” category contains behaviors which could not be defined; for example many jail admissions were tied to arrest warrants with no reason specified (N=113).

The smallest category of admission charges was property crime (Table 1). Although property crimes are numerous and may involve many arrests, perpetrators

**Table 1. Haines Admissions by Gender, 1993-1999**  
Row percentages

	Gender associated with admission events				Total events
	Female		Male		
	Number	Percent	Number	Percent	
1993	19	17.9 %	87	82.1 %	106
1994	21	21.2	78	78.8	99
1995	19	17.6	89	82.4	108
1996	20	18.7	87	81.3	107
1997	10	10.3	87	89.7	97
1998	12	10.5	102	89.5	114
1999	8	12.1	58	87.9	66
Total events	109	15.6 %	588	84.4 %	697
Total Individuals	69	17.7	321	82.3	390

**Table 2. Haines: Charge Category by Year of Admission, 1993-1999**

Row percentages

	<b>Person</b>		<b>Property</b>		<b>Public order</b>		<b>Other</b>		<b>Total</b>
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
1993	22	20.8 %	10	9.4 %	61	57.5 %	13	12.3 %	106
1994	16	16.2	11	11.1	55	55.6	17	17.2	99
1995	14	13.0	7	6.5	76	70.4	11	10.2	108
1996	19	17.8	3	2.8	51	47.7	34	31.8	107
1997	16	16.5	2	2.1	54	55.7	25	25.8	97
1998	12	10.5	9	7.9	70	61.4	23	20.2	114
1999	12	18.2	2	3.0	29	43.9	23	34.8	66
<b>Total</b>	<b>111</b>	<b>15.9 %</b>	<b>44</b>	<b>6.3 %</b>	<b>396</b>	<b>56.8 %</b>	<b>146</b>	<b>20.9 %</b>	<b>697</b>

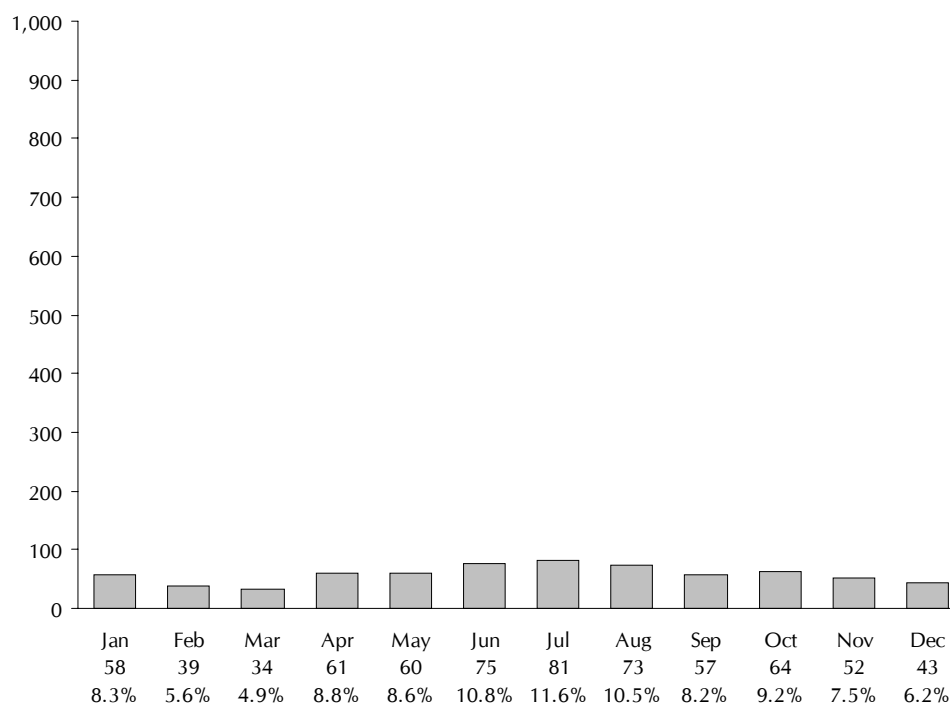
are usually not detained. Of the 44 admissions to the Haines jail for property crimes, the largest number of admissions for a specific offense was for theft (N=16).

There were 111 admissions to the Haines jail for crimes against persons. Most of these (N=107) were assaults (96.4%) and most of the assault admissions (84.1%) were for assault in the fourth degree—a misdemeanor (N=90).

We examined charge categories by year to assess patterns over time (see Table 2). There is variance in the total number of admissions from year to year; these variations show little pattern. The proportion of all charges accounted for by crimes against persons was lowest in 1998 and 1999 (1.7% in each year). The highest proportion was in 1993. Violent offenses totaled 111 or 15.9

**Figure 1. Haines Admissions by Month, 1993-1999**

Total admissions = 697



percent of all offenses during the seven years data were collected. Admissions on public order charges were lowest in 1999 and highest in 1995.

Although yearly (or periodic) analysis of the data is interesting it is especially useful to assess seasonal trends. We examined jail admission by month to see if the seasons had an impact on the jail population. We used aggregate data for this assessment. It is clear from Figure 1 that the Haines jail is busier during the summer than at any other time. A third of all admissions occurred during this quarter of the year. The month with the highest number of admissions was July, with 81 admissions, followed by June, with 75, and August, with 73. March saw the fewest admissions (N=34), followed by February (N=39).

Daily variations were also of interest (Table 3). We assumed that the jail would be busiest on weekends, but when the data were examined by day of the week the outcome was not quite as predicted. Friday had the most admissions (N=136) but two weekdays had the next largest number—Thursdays and Mondays, each with 108. Tuesdays saw the fewest admissions (N=81).

In order to assess admissions by time of day (Table 4), the day was divided into eight three-hour blocks: midnight to 3:00 A.M., 3:00 to 6:00 A.M., 6:00 to 9:00 A.M., etc. For Haines the busiest time period was 3:00 to 6:00 P.M., with 22.4 percent of all admissions (N=156). No other block of time approached this number, but the period from 6:00 to 9:00 P.M. saw 102 admissions. The slowest time period was in the wee hours of the morning—3:00 to 6:00 A.M. (N=40)—followed by 6:00 to 9:00 A.M. (In other jails the midnight to 3:00 A.M. period was one of the busiest times for the jail.)

An effort was also made to examine admission times for charge categories and for those specific charges within those categories which occurred most frequently in Haines: DWI, warrant arrest, and assault in the fourth degree. Entry into the jail on charges of DWI was most likely to occur in the afternoon between the hours of 3:00 to 6:00 P.M. More DWI admissions occurred during this hour on Friday than any other day of the week (N=14). Since more than half of the DWI admissions were entering the jail to serve sentences (N=106) and Fridays are the busiest jail days, it is possible these entries indicate weekend jail time. Fridays had 24.3 percent of all DWI admissions.

Warrant admissions were most likely to occur either mornings between 9:00 A.M. and noon or evenings between 6:00 and 9:00 P.M. (N=26). More admissions on arrest warrants occurred on Thursdays than any other day of the week. Warrants are usually served during the day, so these data are particularly noteworthy.

We assumed that admissions for fourth degree assault were more likely to occur outside of regular business hours, but they seemed to occur throughout the day in Haines.

**Table 3. Haines Admissions by Day of Week, 1993-1999**

	Number	Percent
Sunday	84	12.1 %
Monday	108	15.5
Tuesday	81	11.6
Wednesday	91	13.1
Thursday	108	15.5
Friday	136	19.5
Saturday	89	12.8
<b>Total events</b>	<b>697</b>	

**Table 4. Haines Admissions by Time of Day, 1993-1999**

	Number	Percent
Midnight to 3:00 AM	87	12.5 %
3:00 to 6:00 AM	40	5.7
6:00 to 9:00 AM	48	6.9
9:00 AM to Noon	87	12.5
Noon to 3:00 PM	83	11.9
3:00 to 6:00 PM	156	22.4
6:00 to 9:00 PM	102	14.6
9:00 PM to midnight	94	13.5
<b>Total events</b>	<b>697</b>	

The largest number of entries for assault in the fourth degree occurred in the late afternoon between 3:00 and 6:00 P.M. (N=17), and the second largest number occurred between midnight and 3:00 A.M. (N=16). The busiest day was Thursday when there were 18 admissions. On Monday and Tuesday there were ten admissions for assault in the fourth degree, and on the remaining days there were 13 admissions each day. While misdemeanor assault is the third most frequent admission reason over the seven years, the numbers are so small that it is difficult to assess daily or hourly distributions.

Assault in the fourth degree is frequently charged in domestic violence cases, so we also examined admissions associated with domestic violence. The billing sheets from which the data for this project were computerized include a column to be ticked when a charge is associated with domestic violence. We found that 74.4 percent of the fourth degree assault admissions were ticked as domestic violence (N=58), while for other charges such as violating a restraining order (N=7) all admissions were ticked.

We should note that the domestic violence data are particularly subject to error both at the source and in data entry. The accuracy of these data depends on the degree to which jail personnel are aware of the circumstances surrounding the charge and the care with which the data are transcribed to the billing sheets. Human error at the computer entry stage may compound the accuracy problem. Nevertheless, this information does seem to shed some light on jail resource utilization.

The primary measure of how jail resources are used is tied to the amount of time people spend in the jail. Every admission requires staff time, even for those released soon after booking, but those confined for several hours (or days or weeks) consume extensive amounts of staff time and other resources as well. Length of stay was computed in hours from the admission and release times on the billing sheets. There were two events on the Haines billing sheets which had no release information. For the remainder the mean length of stay was 55.143 hours. The means are displayed in Table 5. The average was highest in 1995 (67.075 hours) and lowest in 1999 (32.47 hours).

We examined length of stay for the most commonly listed charges on the Haines billing sheets: DWI, warrant arrest, and assault in the fourth degree. The mean length of stay on a DWI charge was highest in 1995 (86.014 hours). This suggests that the years with the highest number of admissions weren't necessarily the years with the highest total hold hours. There were more admissions in 1993. DWI

**Table 5. Haines: Bedspace Utilization, 1993-1999**

All admissions					
	Admissions		Hours in custody		
	Number	% of total	Mean duration	Sum	
By offense					
DWI	202	29.1 %	66.25 hours	13,382.2 hours	
Warrant	113	16.3	32.81	3,707.6	
Assault 4	90	12.9	66.20	5,958.4	
By year					
1993	106	15.3 %	52.92 hours	5,610.0 hours	
1994	99	14.2	62.45	6,182.4	
1995	108	15.5	67.08	7,244.1	
1996	106	15.3	45.15	4,785.9	
1997	97	14.0	60.22	5,840.9	
1998	114	16.4	57.46	6,550.5	
1999	65	9.4	32.47	2,110.7	
Total	695		55.14 hours	38,324.5 hours	

admissions include both persons taken into custody at the time of the offense to prevent them from driving and persons serving DWI sentences. In Alaska there is a mandatory three day sentence for the first DWI offense and a mandatory 20 days for the second. There was a column on the billing sheets which was to be ticked if the admission was tied to a sentence. Our examination of this variable showed that in both 1993 and 1995, 21 of the DWI admittees were serving a sentence. However, 13 of the 21 in 1995 were serving more than three days and only six of the 1993 DWI admittees were.

The mean length of stay for warrant arrests was essentially between one and two days for all years but 1999 when the average stay was just over half a day (13.04 hours). Fourth degree assault holds were, on average, of longer duration in 1995 than in any other year by more than thirty hours. They were of the shortest duration in 1999. Here, too, the number of charges doesn't seem to be related to the mean length of time spent in jail on those charges. The year with the highest number of admissions had a middle range average duration.

The Haines jail is very small but is quite busy. Admissions to the jail are most likely to be based on public order offenses, particularly driving while intoxicated. Offenses which are classified as violent are just under 16 percent of all admission reasons and 96.4 percent of these charges are charges of assault. There were four holds on charges of first degree assault, eight on charges of second degree assault and four on third degree. The remaining 90 were fourth degree assault, as discussed above. We can conclude that Haines is not an especially violent town, but it is a town where one should be mindful of erratic drivers.

**Table 3a. Haines: Bedspace Utilization, DWI Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	38	18.8 %	59.45 hours	2,259.0 hours
1994	31	15.3	51.27	1,589.5
1995	37	18.3	86.01	3,182.6
1996	28	13.9	60.98	1,707.4
1997	31	15.3	81.04	2,512.2
1998	28	13.9	69.40	1,943.3
1999	9	4.5	20.93	188.4
<b>Total</b>	<b>202</b>		<b>66.25 hours</b>	<b>13,382.2 hours</b>

**Table 3b. Haines: Bedspace Utilization, Assault 4 Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	18	20.0 %	63.85 hours	1,149.4 hours
1994	12	13.3	68.92	827.1
1995	14	15.6	100.78	1,410.9
1996	13	14.4	65.07	846.0
1997	13	14.4	67.13	872.7
1998	9	10.0	51.09	459.8
1999	11	12.2	35.69	392.6
<b>Total</b>	<b>90</b>		<b>66.20 hours</b>	<b>5,958.4 hours</b>

**Table 3c. Haines: Bedspace Utilization, Warrant Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	10	8.8 %	42.02 hours	420.2 hours
1994	13	11.5	33.82	439.6
1995	10	8.8	21.54	215.4
1996	29	25.7	33.87	982.3
1997	23	20.4	36.31	835.2
1998	18	15.9	38.02	684.4
1999	10	8.8	13.04	130.4
<b>Total</b>	<b>113</b>		<b>32.81 hours</b>	<b>3,707.6 hours</b>

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## Homer Jail Profile

The jail in the city of Homer serves a community characterized as “the end of the road.” On Kachemak Bay at the southwestern end of the Kenai Peninsula, Homer is the farthest west one can drive from points in the lower forty-eight. Though the area was home to the Kenaitze Indians for centuries, today the city is a non-Native community. About four percent of the population of 4,155 is Alaska Native. Homer’s economy is tied to the fishing industry, but is also a major tourist destination and is home to numerous charter companies which take people out for sport fishing.

The Homer jail is small: it has four cells and seven beds. It is operated by the Homer Police Department. A special problem for the jail is the summer increase in the population with people working in canneries and on fishing vessels. A number of summer people camp out on the Homer Spit and get into difficulties which involve the jail.

During the seven-year data collection period (1993-1999) the Homer jail experienced 3,916 separate admissions, an average of 559 per year. In fact, annual admissions varied considerably from a low of 476 in 1994 to a high of 692 in 1998. These holds were accounted for by 2,404 people, of whom 1,995 were male (83.1%) and 405 were female. (Gender was missing for four cases.) The people jailed were responsible for a mean number of 1.63 admission events per person. Although the mean was more than one and one-half events per person, in fact over two-thirds of the people appeared only once in the data set and 96.3 percent appeared fewer than five times. The 3.7 percent who appeared in the data set five or more times were responsible for 575 separate admission events—14.7 percent of all admissions. Nine individuals were admitted to the jail ten or more times in the seven-year period.

Charges at admission to the jail were loosely categorized for purposes of analysis: offenses against persons, offenses against property, offenses against the public order, and other charges. Charges related to persons and property are essentially self-explanatory. We included protective custody holds, DWIs and traffic offenses along with drug offenses and some other mainly alcohol related charges in the public order category, which includes more than half of all of the 3916 charges associated with admission to the Homer jail. The “other” category contains behaviors which could not be defined; for example many jail admissions were tied to arrest warrants

**Table 1. Homer Admissions by Gender, 1993-1999\***  
Row percentages

	Gender associated with admission events				Total events
	Female		Male		
	Number	Percent	Number	Percent	
1993	67	13.3 %	436	86.7 %	503
1994	48	10.1	428	89.9	476
1995	68	14.3	409	85.7	477
1996	99	15.8	529	84.2	628
1997	110	16.9	539	83.1	649
1998	116	16.8	576	83.2	692
1999	81	16.6	406	83.4	487
Total events	589	15.1 %	3,323	84.9 %	3,912
Total Individuals	405	16.9 %	1,995	83.1 %	2,400

\* Gender missing for four cases.

\* Gender missing for four cases.

**Table 2. Homer: Charge Category by Year of Admission, 1993-1999**

Row percentages									
	<b>Person</b>		<b>Property</b>		<b>Public order</b>		<b>Other</b>		<b>Total</b>
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
1993	71	14.0 %	61	12.0 %	308	60.7 %	67	13.2 %	507
1994	80	16.8	43	9.0	276	58.0	77	16.2	476
1995	65	13.6	49	10.3	247	51.8	116	24.3	477
1996	99	15.8	35	5.6	260	41.4	234	37.3	628
1997	67	10.3	52	8.0	340	52.4	190	29.3	649
1998	94	13.6	78	11.3	364	52.6	156	22.5	692
1999	77	15.8	50	10.3	259	53.2	101	20.7	487
<b>Total</b>	<b>553</b>	<b>14.1 %</b>	<b>368</b>	<b>9.4 %</b>	<b>2,054</b>	<b>52.5 %</b>	<b>941</b>	<b>24.0 %</b>	<b>3,916</b>

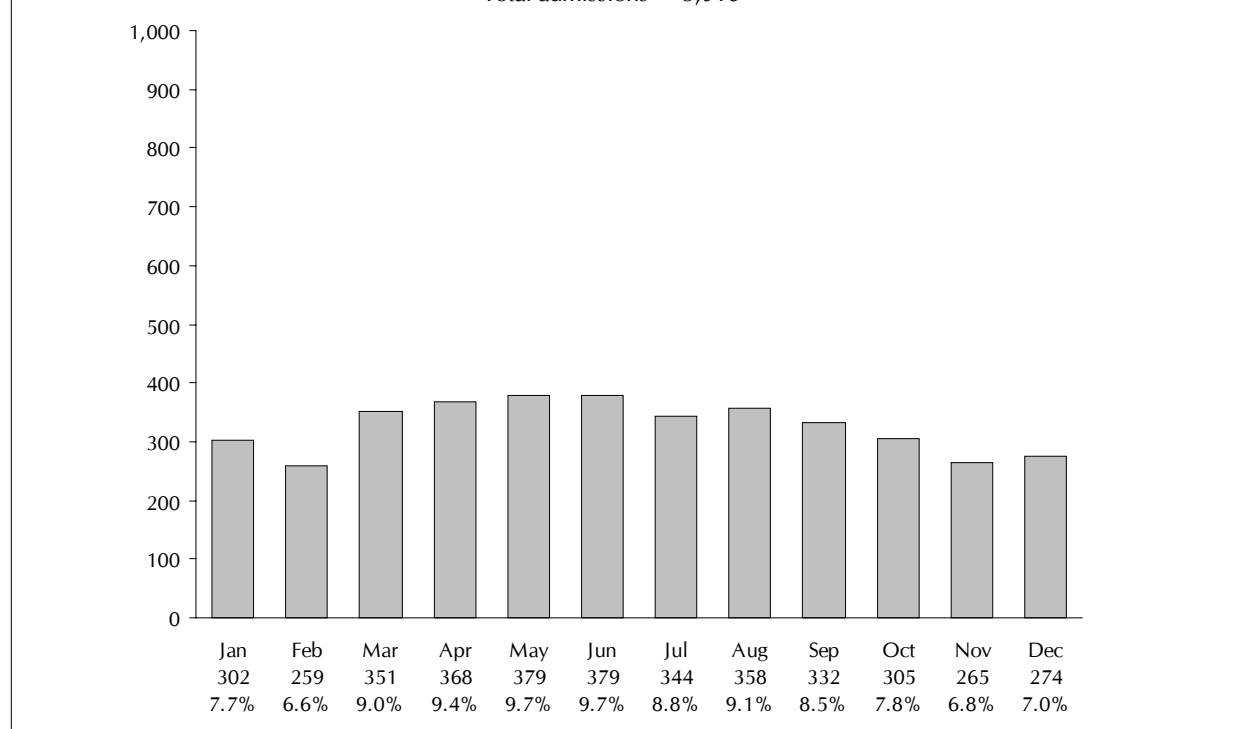
with no reason specified or to violations of conditions of conduct.

The smallest category of admission charges was property crime (see Table 2). Although property crimes are numerous and may involve many arrests, perpetrators are usually not detained. Of the 368 admissions to the Homer jail for property crimes the largest number of admissions for a specific offense was for theft, including concealment of merchandise (N=126); the second most frequent was burglary (N=67).

There were 553 admissions to the Homer jail for crimes against persons. Most of these (N=481) were assaults (86.9%) and most of the assault admissions were for assault in the fourth degree—a misdemeanor (85.6%).

**Figure 1. Homer Admissions by Month, 1993-1999**

Total admissions = 3,916





We examined these crime categories by year to assess patterns over time. There is great variance in the total number of admissions from year to year with little discernible pattern. The highest admission years were 1998, 1997, and 1996; the lowest 1994, 1995 and 1999. No yearly pattern emerges within categories either; for charges involving crimes against persons the high year was 1996 followed by 1998 and for public order charges the high years were 1998, 1997, and 1993.

Although yearly (or periodic) analysis of the data is interesting, it is especially useful to assess seasonal trends, particularly for the Homer jail because of seasonal increases in the size of the population during the fishing season. We examined jail admission by month to see if the seasons had an impact on the jail population (Figure 1). We used aggregate data for this assessment. The number of arrests did not vary from month to month as much as one might expect. Admissions to the jail were highest in May and June, when 379 admissions were logged into the jail in each month. April was nearly as busy for the jail, with 368 admissions, but overall the admissions were fairly even from month to month. Admissions in winter months were clearly fewer than in the summer, and they do seem to grow along with the hours of daylight in the spring.

Daily variations were also of interest (Table 3). We assumed that the jail would be busiest on weekends. When the data were examined by day of the week the outcome was predictable—Saturday had the most admissions (644), followed by Friday (605). Wednesdays were the quietest days for the Homer facility.

In order to assess admissions by time of day (Table 4), we divided the day into eight three-hour blocks: midnight to 3:00 A.M., 3:00 to 6:00 A.M., 6:00 to 9:00 A.M., etc. For Homer the busiest time period was midnight to 3:00 A.M., when 18.4 percent of all admissions occurred (N=719). followed by 9:00 P.M. to midnight, when 16.8 percent of admissions occurred. The jail had the fewest admissions between the hours of 6:00 and 9:00 A.M. We also examined the three most common admission reasons by day and time. In Homer these were DWI (N=1145), warrant arrests (N=542), and misdemeanor assault (N=402).

**Table 4. Homer Admissions by Time of Day, 1993-1999**

	Number	Percent
Midnight to 3:00 AM	719	18.4 %
3:00 to 6:00 AM	356	9.1
6:00 to 9:00 AM	160	4.1
9:00 AM to Noon	443	11.3
Noon to 3:00 PM	549	14.0
3:00 to 6:00 PM	492	12.6
6:00 to 9:00 PM	539	13.8
9:00 PM to midnight	658	16.8
<b>Total events</b>	<b>3,916</b>	

**Table 3. Homer Admissions by Day of Week, 1993-1999**

	Number	Percent
Sunday	542	13.8 %
Monday	561	14.3
Tuesday	546	13.9
Wednesday	453	11.6
Thursday	565	14.4
Friday	605	15.4
Saturday	644	16.4
<b>Total events</b>	<b>3,916</b>	

Saturdays saw more admissions to the jail for DWI than any other day of the week (N=203) and more occurred between midnight and 3:00 A.M. than during any other time period (N=279). The period from 9:00 at night until 3:00 in the morning saw 39.4 percent of all DWI admissions. We should note that DWI admissions include both persons brought in at the time of the offense and persons entering the jail to serve mandatory three or twenty-day sentences.

The billing sheets included a column to be ticked to indicate whether the admission involved a sentence. Only

320 DWI admissions were ticked; most of them entered the jail between 9:00 A.M. and 3:00 in the afternoon (58.4%) and most entered the jail on Mondays.

Of the 542 warrant arrests, 22 percent occurred between 9:00 P.M. and midnight and 18 percent between 6:00 and 9:00 P.M. More occurred on Saturdays than on any other day (N=107), but they appeared to be distributed fairly evenly over the remaining days.

Admissions to the Homer jail for assault in the fourth degree were just over 10 percent of all admissions to the jail. We assessed them by day of week as well as time of day, hypothesizing that weekends would see the largest influx into the jail for fourth degree assault. The busiest days for assault in the fourth degree were Sundays (N=69) and Thursdays (N=68), with Saturday a poor third. More admissions on this charge occurred in the Homer jail between midnight and 3:00 A.M. than any other time period (N=72), but there were almost as many between 9:00 P.M. and midnight (N=68).

Because assault in the fourth degree is frequently charged in domestic violence cases, we also examined admissions associated with domestic violence. The billing sheets from which the data for this project were computerized include a column to be ticked when a charge is associated with domestic violence. Not all assault admissions were ticked, while all admissions for charges such as violating a restraining order (N=27) were; however, 36 percent of the fourth degree assault admissions were ticked as domestic violence.

We should note that the domestic violence data are particularly subject to error both at the source and in data entry. The accuracy of these data depends on the degree to which jail personnel are aware of the circumstances surrounding the charge and the care with which the data are transcribed to the billing sheets. Human error at the computer entry stage may compound the accuracy problem. Nevertheless, this information does seem to shed some light on jail resource utilization.

The primary measure of how jail resources are used is tied to the amount of time people spend in the jail. Every admission requires staff time, even for those released soon after booking, but those confined for several hours (or days or weeks) consume extensive amounts of staff time and other resources as well. Length of stay was computed in hours from the admission and release times on the billing sheets. There were 29 events on the Homer billing sheets which were missing release information. For the remainder the mean length of stay was just over 40 hours. The means by year are displayed in Table 5.

We examined mean length

**Table 5. Homer: Bedspace Utilization, 1993-1999**

All admissions					
	Admissions		Hours in custody		
	Number	% of total	Mean duration	Sum	
By offense					
DWI	1,141	29.4 %	37.33 hours	42,591.8 hours	
Warrants	540	13.9	26.96	14,558.4	
Assault 4	402	10.3	48.79	19,613.8	
By year					
1993	491	12.6 %	39.44 hours	19,362.9 hours	
1994	469	12.1	45.51	21,346.2	
1995	477	12.3	41.22	19,663.1	
1996	627	16.1	35.63	22,336.9	
1997	648	16.7	29.66	19,217.2	
1998	692	17.8	36.22	25,066.4	
1999	483	12.4	40.35	19,488.8	
Total	3,887		37.69 hours	146,481.5 hours	

of stay for the most common charges listed in the Homer billing sheets: DWI, warrant arrests, and assault in the fourth degree. The average time held for DWI admissions was just over a day and a half—37.33 hours. The mean ranged from a low of 24.15 hours in 1996 to a high of 45.62 hours in 1994. The sum of all hours spent by the jail on DWI admissions is 45 percent of all hours spend on all admissions.

For the 540 warrant admissions with complete information, the mean length of stay varied from a low of 18.3 hours in 1997 to more than twice that in 1998 (39.8 hours). Neither the means nor the annual total of hours held appears to correspond with the number of admissions.

Although there were fewer admissions on fourth degree assault than there were admissions on warrants, the total number of hours spent in the Homer jail on this charge was considerably greater. Except for 1997, the mean length of stay tended to increase fairly steadily, but the changes in the means did not appear to be related to the changes in the annual number of admissions.

Clearly the Homer jail is very busy. There are seasonal variations in the number of admissions to the jail which seem to be tied to an influx of summer visitors and summer workers. The jail is small, but it appears to be used a great deal of the time. The total number of hours held computes to more than 16 years of jail and staff time.

**Table 5a. Homer: Bedspace Utilization, DWI Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	186	16.3 %	41.52 hours	11,281.4 hours
1994	147	12.9	45.62	5,411.3
1995	125	11.0	39.94	5,819.6
1996	169	14.8	24.15	8,720.9
1997	182	16.0	34.83	8,304.6
1998	182	16.0	39.61	16,795.9
1999	150	13.1	36.95	9,698.2
<b>Total</b>	<b>1,141</b>		<b>37.33 hours</b>	<b>66,031.8 hours</b>

**Table 5b. Homer: Bedspace Utilization, Warrant Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	41	7.6 %	21.31 hours	873.5 hours
1994	26	4.8	19.96	518.9
1995	55	10.2	34.43	1,893.7
1996	92	17.0	20.62	1,897.0
1997	163	30.2	18.30	2,983.2
1998	94	17.4	39.81	3,742.3
1999	69	12.8	38.40	2,649.9
<b>Total</b>	<b>540</b>		<b>26.96 hours</b>	<b>14,558.4 hours</b>

**Table 5c. Homer: Bedspace Utilization, Assault 4 Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	53	13.2 %	45.63 hours	2,418.3 hours
1994	55	13.7	49.97	2,748.6
1995	51	12.7	48.03	2,449.6
1996	75	18.7	54.20	4,065.1
1997	58	14.4	33.20	1,925.6
1998	60	14.9	52.51	3,150.6
1999	50	12.4	57.12	2,855.9
<b>Total</b>	<b>402</b>		<b>48.79 hours</b>	<b>19,613.8 hours</b>

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## Bristol Bay Borough (King Salmon) Jail Profile

The Bristol Bay Borough Police Department operates a jail in the city of King Salmon, which is a small community located on the banks of the Naknek River. It is connected by road to the city of Naknek, just 15 miles away. King Salmon's population is approximately 480 and Naknek's approximately 625. The jail serves both of these communities as well as the village of South Naknek, which is across the river from Naknek.

The Naknek site was a Native settlement as early as 1821, when its location was noted by a Russian explorer. Today, primarily because of the fishing industry, Naknek is a mixed community of non-Natives, Aleuts, Eskimos and Indians. Alaska Natives are 41 percent of the population. South Naknek was an important fishing site for thousands of years, but its first permanent settlement resulted from the establishment of a cannery on the site around the turn of the century. This village, with a population of approximately 132 people, is nearly 80 percent Alaska Native. King Salmon was first settled as a military base in the nineteen thirties and forties. It has become a center for the fishing industry—a mainstay of the economy in Bristol Bay.

The jail moved from its former home in borough offices in Naknek to the police security office on the air base in King Salmon after the base closed in 1993. The jail is small, with two cells and four beds. In the seven years under study the jail experienced 743 jail admissions. Almost 90 percent of these admissions were accounted for by males (N=663). When we computed the number of people involved in the events, the percentage of females was even smaller (10.7%). Only one of the community jails in the consortium had a smaller percentage of female admittees. The 503 people in the sample were admitted on average 1.5 times. A large majority appeared only once in the data set (72.4%) and only 1.4 percent appeared more than five times. The Bristol Bay Borough jail serves a small population that grows during the fishing season with a large influx of fishermen and cannery workers.

Charges at admission to the jail were loosely categorized for purposes of analysis: offenses against persons, offenses against property, offenses against the public order, and other charges. Charges related to persons and property are essentially self-explanatory. We included protective custody holds, DWIs and traffic offenses along with drug offenses and some other mainly alcohol related charges in the public

**Table 1. Bristol Bay Borough Admissions by Gender, 1993-1999**

Row percentages

	Gender associated with admission events				Total events
	Female		Male		
	Number	Percent	Number	Percent	
1993	12	11.0 %	97	89.0 %	109
1994	16	14.5	94	85.5	110
1995	8	6.8	109	93.2	117
1996	9	7.6	109	92.4	118
1997	16	14.4	95	85.6	111
1998	6	6.7	83	93.3	89
1999	13	14.6	76	85.4	89
Total events	80	10.8 %	663	89.2 %	743
Total Individuals	54	10.7 %	449	89.3 %	503

**Table 2. Bristol Bay Borough: Charge Category by Year of Admission, 1993-1999**

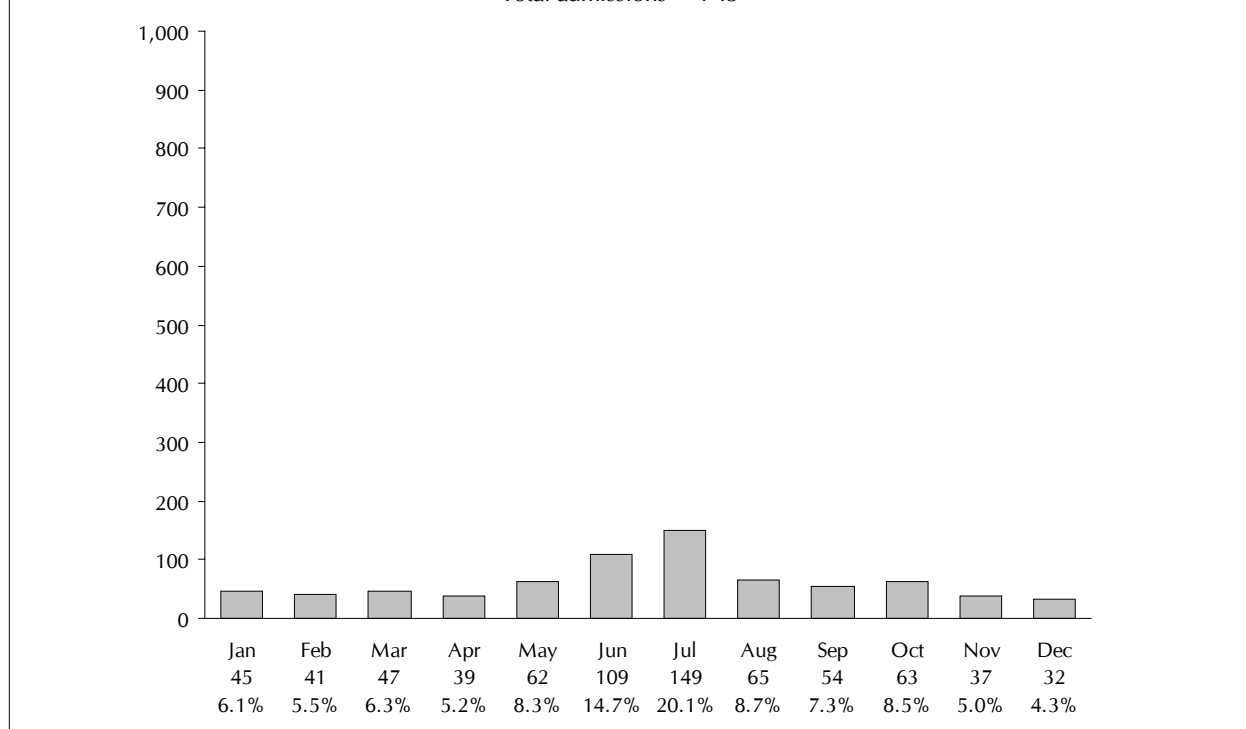
Row percentages									
	Person		Property		Public order		Other		Total
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
1993	18	16.5 %	8	7.3 %	47	43.1 %	36	33.0 %	109
1994	13	11.8	10	9.1	30	27.3	57	51.8	110
1995	30	25.6	13	11.1	44	37.6	30	25.6	117
1996	22	18.6	12	10.2	51	43.2	33	28.0	118
1997	29	26.1	7	6.3	31	27.9	44	39.6	111
1998	24	27.0	13	14.6	25	28.1	27	30.3	89
1999	34	38.2	5	5.6	17	19.1	33	37.1	89
<b>Total</b>	<b>170</b>	<b>22.9 %</b>	<b>68</b>	<b>9.2 %</b>	<b>245</b>	<b>33.0 %</b>	<b>260</b>	<b>35.0 %</b>	<b>743</b>

order category. The “other” category contains behaviors which could not be defined; for example, many jail admissions were tied to arrest warrants with no reason specified or to violations of conditions of conduct.

The smallest category of admission charges was property crime (see Table 2). However, although property crimes are numerous and may involve many arrests, perpetrators are usually not detained. There were 170 admissions to the Bristol Bay Borough jail for crimes against persons (22.9%). Most of these (N=151) were assaults (88.8%) and most of the assault admissions were for assault in the fourth degree—a misdemeanor (N=110). The largest category at this facility was the “other” category which constituted 35 percent of admissions; most of these were admissions on

**Figure 1. Bristol Bay Borough Admissions by Month, 1993-1999**

Total admissions = 743



arrest warrants (N=141), which were nearly 20 percent of all admission charges. Public order charges were the next largest category (N=245). Within this category the most frequent charge at admission was driving while intoxicated. The 130 DWIs were 53 percent of all admissions in this category.

We examined these categories by year to assess patterns over time (See Table 2). There is great variance in the total number of admissions from year to year with little pattern. The highest admission years were 1996 and 1995; the lowest 1998 and 1999. No yearly pattern emerges within categories either.

Although yearly (or periodic) analysis of the data is interesting, it is especially useful to assess seasonal trends. We examined jail admission by month to see if the seasons had an impact on the jail population (Figure 1). This should be particularly useful to the Bristol Bay Borough jail because there are seasonal increases in the size of the population due to the fishing industry. We used aggregate data for this assessment. More than any other community jail the Bristol Bay Borough jail shows a significant seasonal increase. Over 20 percent of all admissions to the jail occur in the month of July (N=149). More than half of all admissions occur in the four summer months (N=385). The jail is very quiet in December, when only 32 admissions were logged in during the seven years.

Daily variations were also of interest (Table 3). We assumed that the jail would be busiest on weekends but when the data were examined by day of the week the outcome was not quite as predicted. Friday had the most admissions (N=130) followed by Monday (N=116). Tuesdays were the quietest days for the Bristol Bay Borough facility.

In order to assess admissions by time of day (Table 4), the day was divided into eight three-hour blocks: midnight to 3:00 A.M., 3:00 to 6:00 A.M., 6:00 to 9:00 A.M., etc. For Bristol Bay Borough the busiest time period was 3:00 to 6:00 P.M., when 24.4 percent of all admissions occurred (N=182), followed by 12:00 to 3:00 P.M., when 20.9 percent of admissions occurred. The jail had the fewest admissions between the hours of 6:00 and 9:00 A.M. (N=27). We also examined the three most common admission reasons by day and time. In Bristol Bay Borough these were warrant arrests (N=141), DWI (N=130) and misdemeanor assault (N=110).

**Table 4. Bristol Bay Borough Admissions by Time of Day, 1993-1999**

	Number	Percent
Midnight to 3:00 AM	72	9.7 %
3:00 to 6:00 AM	38	5.1
6:00 to 9:00 AM	27	3.6
9:00 AM to Noon	65	8.7
Noon to 3:00 PM	155	20.9
3:00 to 6:00 PM	182	24.5
6:00 to 9:00 PM	111	14.9
9:00 PM to midnight	93	12.5
<b>Total events</b>	<b>743</b>	

**Table 3. Bristol Bay Borough Admissions by Day of Week, 1993-1999**

	Number	Percent
Sunday	95	12.8 %
Monday	116	15.6
Tuesday	89	12.0
Wednesday	99	13.3
Thursday	106	14.3
Friday	130	17.5
Saturday	108	14.5
<b>Total events</b>	<b>743</b>	

Admissions to the jail on arrest warrants were most likely to occur on weekdays, with Thursdays being the busiest day (N=30). These were most likely to occur between noon and 6:00 P.M., when 61 percent of all such admissions occurred. This seems logical; if warrants are usually issued in the morning, police would be most likely to bring the person to the jail in the afternoon.

Persons charged with DWI were most likely to be admitted to the jail on weekends with 28 logged in on Saturday and 27 on Sunday. They are most likely to appear at the jail between midnight and 3:00 A.M. (N=32). A

good proportion appear at the jail between 9:00 P.M. and midnight (16.2%) and in the afternoon: 13 percent appear between 12:00 and 3:00 P.M. and 13.8 between 3:00 and 6:00 P.M. DWI admissions may reflect both persons brought in at the time of the offense and persons entering the jail to serve mandatory three or twenty-day sentences.

The billing sheets included a column to be ticked to indicate whether the admission involved a sentence. Ninety-two percent of the DWI admissions were logged as serving a sentence. Most of them entered the jail on the weekend, perhaps to serve weekend jail time, but the admissions were fairly evenly distributed over Saturday, Sunday and Friday.

Admissions to the Bristol Bay Borough jail for assault in the fourth degree were almost 15 percent of all admissions to the jail. We assessed them by day of week as well as time of day, hypothesizing that weekends would see the largest influx into the jail for fourth degree assault. The busiest admission days for assault in the fourth degree were Fridays and Wednesdays; each day registered 22 admissions. More admissions on this charge occurred in the Bristol Bay Borough jail between 3:00 and 6:00 P.M. than during any other time period (N=32). Because assault in the fourth degree is frequently charged in domestic violence cases we also examined admissions associated with domestic violence. The billing sheets from which the data for this project were computerized include a column to be ticked when a charge is associated with domestic violence. Not all assault admissions were ticked, while all admissions on charges such as violating a restraining order were; however, 37 of the fourth degree assault admissions were ticked as domestic violence (33.6%).

We should note that the domestic violence data are particularly subject to error both at the source and in data entry. The accuracy of these data depends on the degree to which jail personnel are aware of the circumstances surrounding the charge and the care with which the data are transcribed to the billing sheets. Human error at the computer entry stage may compound the accuracy problem. Nevertheless this information does seem to shed some light on jail resource utilization, although the small numbers involved in the Bristol Bay Borough jail do not lend themselves to statistical analysis.

The primary measure of how jail resources are used is tied to the amount of time people spend in the jail. Every admission requires staff time, even those released soon after booking, but those confined for several hours (or days or weeks) consume extensive amounts of staff time and other resources as well. Length of stay was

**Table 5. Bristol Bay Borough: Bedspace Utilization, 1993-1999**

All admissions					
	Admissions		Hours in custody		
	Number	% of total	Mean duration	Sum	
By offense					
Warrant	141	19.0 %	73.47 hours	10,359.9 hours	
DWI	130	17.5	79.59	10,347.3	
Assault 4	109	14.7	127.37	13,883.3	
By year					
1993	109	14.7 %	67.26 hours	7,331.8 hours	
1994	110	14.8	57.12	6,283.7	
1995	117	15.8	73.42	8,590.5	
1996	118	15.9	70.75	8,348.1	
1997	111	15.0	99.23	11,014.7	
1998	89	12.0	136.67	12,163.9	
1999	87	11.7	149.36	12,994.3	
Total	741		90.05 hours	66,726.9 hours	



computed in hours from the admission and release times on the billing sheets (Table 5). There were two admission events on the Bristol Bay Borough billing sheets which were missing release information. For the remainder the mean length of stay was just over ninety hours.

We examined length of stay for the most common charges listed on the Bristol Bay Borough billing sheets: warrant arrest, DWI and assault in the fourth degree. The mean length of stay on a warrant arrest was 73.474 hours, with yearly variations from a low mean of 25.608 hours in 1995 to a high of 117.867 hours in 1999. For DWI, the mean ranged for a high of 221 hours in 1998 to a low of 29.6 hours in 1994. The average length of stay in hours for the full seven years on DWI charges was 79.59. The mean length of stay on charges of assault in the fourth degree was longer than the overall mean for either of the other admission reasons—127.369 hours. We included sums in the table to show the total number of hours the jail spent each year on the full seven years of data and on the selected offenses most associated with these admissions. The 66,726.9 hours spent in the jail represents more than seven and one half years of jail time.

The Bristol Bay Borough jail is a small jail which serves a small population. It is very busy during the summer months but has very few admissions in the winter months, averaging fewer than five admissions in each December. Because the numbers are so small, few conclusions can be drawn about the jail and about jail resource utilization.

**Table 5a. Bristol Bay Borough: Bedspace Utilization, Warrant Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	23	16.3 %	101.99 hours	2,345.9 hours
1994	39	27.7	61.26	2,389.1
1995	12	8.5	25.61	307.3
1996	22	15.6	57.45	1,263.8
1997	11	7.8	104.52	1,149.8
1998	15	10.6	44.30	664.6
1999	19	13.5	117.87	2,239.5
<b>Total</b>	<b>141</b>		<b>73.47 hours</b>	<b>10,359.9 hours</b>

**Table 5b. Bristol Bay Borough: Bedspace Utilization, DWI Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	24	18.5 %	75.51 hours	1,812.3 hours
1994	14	10.8	29.63	414.8
1995	22	16.9	58.31	1,282.8
1996	29	22.3	43.93	1,274.1
1997	19	14.6	80.43	1,528.1
1998	15	11.5	221.03	3,315.4
1999	7	5.4	102.83	719.8
<b>Total</b>	<b>130</b>		<b>79.59 hours</b>	<b>10,347.3 hours</b>

**Table 5c. Bristol Bay Borough: Bedspace Utilization, Assault 4 Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	11	10.1 %	59.55 hours	655.0 hours
1994	6	5.5	71.56	429.4
1995	20	18.3	134.84	2,696.8
1996	17	15.6	103.61	1,761.4
1997	23	21.1	148.37	3,412.5
1998	13	11.9	168.93	2,196.1
1999	19	17.4	143.80	2,732.1
<b>Total</b>	<b>109</b>		<b>127.37 hours</b>	<b>13,883.3 hours</b>

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## Kodiak Jail Profile

The Kodiak jail serves all of Kodiak Island, the largest island in Alaska and the second largest in the United States (Hawaii is larger). The island, which has been inhabited for 8,000 years, is in the Gulf of Alaska, with the city on its eastern end. The availability of sea otter fur led to the first Russian contact in 1763 and to a settlement at the site of the present city. Kodiak was the first capital of Russian Alaska. When Alaska became a U.S. possession, the regional Eskimos had almost disappeared and the sea otters had been harvested to the brink of extinction. The fishing industry became an important part of the economy as early as the turn of the century and is the dominant base of the economy today. Both army and naval bases were located on the island during World War II., and today a large U.S. Coast Guard base is near the city and a low orbit satellite launching system has been constructed on the island. As of 1998, the city's population was approximately 6,859. Only 12.7 per cent of its population are Alaska Native. There are a number of Alaska Native villages on the Island.

The jail is operated by the Kodiak Police Department. It has six cells and 16 beds. During the seven years for which data were collected the jail experienced more admissions than any other community jail—an average of 1,100 per year. The actual yearly count varied from a low of 902 in 1995 to a high of 1,339 in 1993 (see Table 1). The 7,709 admission events involved males 87.9 per cent of the time (N=6,778). Because the data were event-based, we had to compute the number of people who were admitted to the jail. There were 2,628 males (85.7%) and 502 females, a total of 3,066. These people had a mean of more than two admissions per person (2.51), but in fact more than half of the people admitted to the Kodiak jail were admitted only once in the seven years under study (N=1,651). More than 90 per cent were admitted fewer than five times in the seven years, but the 8.9 per cent who were admitted at least five times were responsible for 44 percent of all admissions (N=3,400). Of all jails in the consortium, the Kodiak jail has one of the biggest problems with repeat offenders; more than 100 were admitted at least ten times and twenty of these were admitted twenty or more times. One person was admitted to the jail 59 times during the seven years, an average of more than eight times a year; another was admitted 44 times and two were admitted 36 times.

In order to determine the reasons for

**Table 1. Kodiak Admissions by Gender, 1993-1999**

Row percentages

	Gender associated with admission events				Total events
	Female		Male		
	Number	Percent	Number	Percent	
1993	131	9.8 %	1,208	90.2 %	1,339
1994	94	8.9	962	91.1	1,056
1995	96	10.6	806	89.4	902
1996	126	10.8	1,037	89.2	1,163
1997	148	12.5	1,038	87.5	1,186
1998	194	17.7	899	82.3	1,093
1999	142	14.6	828	85.4	970
<b>Total events</b>	<b>931</b>	<b>12.1 %</b>	<b>6,778</b>	<b>87.9 %</b>	<b>7,709</b>
<b>Total Individuals</b>	<b>438</b>	<b>14.3 %</b>	<b>2,628</b>	<b>85.7 %</b>	<b>3,066</b>

**Table 2. Kodiak: Charge Category by Year of Admission, 1993-1999**

Row percentages

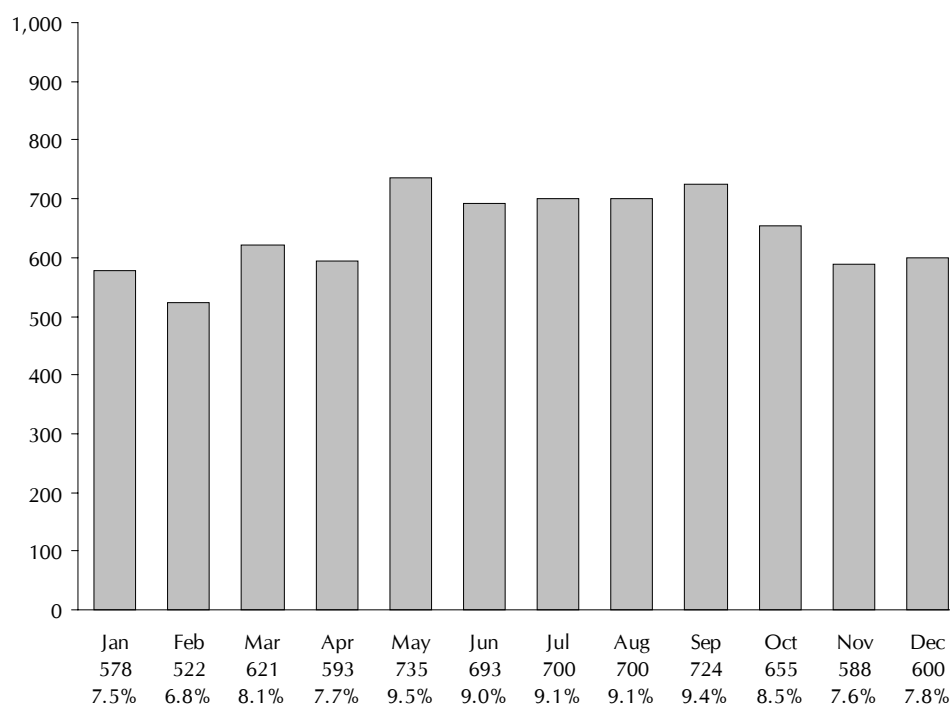
	Person		Property		Public order		Other		Total
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
1993	116	8.7 %	119	8.9 %	772	57.7 %	332	24.8 %	1,339
1994	95	9.0	110	10.4	593	56.2	258	24.4	1,056
1995	128	14.2	65	7.2	482	53.4	227	25.2	902
1996	183	15.7	105	9.0	590	50.7	285	24.5	1,163
1997	190	16.0	70	5.9	652	55.0	274	23.1	1,186
1998	177	16.2	113	10.3	569	52.1	234	21.4	1,093
1999	149	15.4	87	9.0	529	54.5	205	21.1	970
<b>Total</b>	<b>1,038</b>	<b>13.5 %</b>	<b>669</b>	<b>8.7 %</b>	<b>4,187</b>	<b>54.3 %</b>	<b>1,815</b>	<b>23.5 %</b>	<b>7,709</b>

their admissions to the jail, the charges at admission were loosely categorized as offenses against persons, offenses against property, offenses against the public order, and “other” charges. Charges related to persons and property are essentially self-explanatory. We included protective custody holds, DWIs and traffic offenses along with drug offenses and some other mainly alcohol related charges in the public order category. The “other” category contains behaviors which could not be defined; for example, many jail admissions were tied to arrest warrants with no reason specified or to violations of conditions of conduct.

The smallest category of admission charges to the Kodiak jail was property crime (see Table 2). However, although property crimes are numerous and may involve many arrests, perpetrators

**Figure 1. Kodiak Admissions by Month, 1993-1999**

Total admissions = 7,709



are usually not detained. Only 8.7 per cent of all Kodiak jail admissions were on property charges. Of the 669 admissions on property charges, the largest number of admissions for a specific offense was for theft, including shoplifting (N=201).

There were 1,038 admissions to the Kodiak jail for crimes against persons. Most of these were assaults (83.7%) and most of the assaults were assault in the fourth degree, a misdemeanor (76.9%).

Public order crimes constituted the largest category of intake offenses (N=4,187). These were more than half of all admission charges in Kodiak. Within this category the most numerous charge was for DWI (N=1,391) but protective custody holds were nearly as numerous (N=1,113). Together these alcohol-related admissions were 32.4 per cent of all admissions to the jail in the seven-year period.

We examined these charge categories by year to assess patterns over time (Table 2). There is variance in the total number of admissions from year to year, but these variations show little pattern. The three highest admission years were 1993, 1997 and 1996 in that order. The years with the fewest admissions were 1995 followed by 1999. No patterns emerge within charge categories either.

Although yearly (or periodic) analysis of the data is interesting, it is especially useful to assess seasonal trends. We examined jail admissions by month to see if the seasons had an impact on the jail population (Figure 1). We used aggregate data for this assessment. Because of its heavy reliance on the fishing industry, one might expect that the Kodiak jail would reflect an influx of people with an influx of prisoners. In fact, admissions to the jail are relatively even, ranging from a low of 522 in February to a high of 735 in May. The lowest number of admissions occur in January and February, but February is, after all, the shortest month and might be expected to have fewer admissions. The months from May through September are the busiest for the jail, suggesting a summer impact.

Daily variations were also of interest (Table 3). We assumed that the jail would be busiest on weekends and the data did not disappoint. The jail experienced most of its admissions on Friday (N=1,230) and on Saturdays (N=1,226). We also examined admissions by time of day (Table 4). From this analysis the day was broken into eight three hour periods—midnight to 3:00 A.M., 3:00 to 6:00 A.M., etc. Most admissions to the Kodiak jail occurred during the period from 6:00 to 9:00 in the evening (N=1,590), followed by 9:00 P.M. to midnight (N=1,342) and midnight to 3:00 A.M. (N=1,335). The busiest single three-hour time period was midnight to 3:00 on Sunday morning. Since this is essentially an extension of Saturday night it's reasonable to find the jail busy at a time when partying is ending.

**Table 3. Kodiak Admissions by Day of Week, 1993-1999**

	Number	Percent
Sunday	1,129	14.6 %
Monday	1,036	13.4
Tuesday	1,029	13.3
Wednesday	1,033	13.4
Thursday	1,026	13.3
Friday	1,230	16.0
Saturday	1,226	15.9
<b>Total events</b>	<b>7,709</b>	

**Table 4. Kodiak Admissions by Time of Day, 1993-1999**

	Number	Percent
Midnight to 3:00 AM	1,335	17.3 %
3:00 to 6:00 AM	816	10.6
6:00 to 9:00 AM	219	2.8
9:00 AM to Noon	515	6.7
Noon to 3:00 PM	679	8.8
3:00 to 6:00 PM	1,213	15.7
6:00 to 9:00 PM	1,590	20.6
9:00 PM to midnight	1,342	17.4
<b>Total events</b>	<b>7,709</b>	

The least busy time for the jail was 6:00 to 9:00 A.M. and the slowest single time period was 6:00 to 9:00 on Monday mornings: in all seven years there were only 19 admissions at this time.

An effort was also made to examine admission times for crime categories and for those specific charges within categories which occurred most frequently. In Kodiak public order charges were the largest offense category and included substantial numbers of admissions for driving while intoxicated and protective custody holds. Admissions on public order charges were most likely to occur on Saturdays and from 6:00 to 9:00 in the evening. Because DWI admissions were the most numerous of all single admissions, we examined these by day of week and time of day. These admissions were most likely to occur on Sunday (N=272) followed by Saturday (N=253). Nearly 25 per cent occurred between midnight and 3:00 A.M. (N=335). The single busiest three hour period was Friday between 6:00 and 9:00 P.M. These admissions might be due to Friday partying, but they also might be related to doing weekend jail time. In Alaska there is a mandatory three-day sentence for the first DWI offense and a mandatory 20 days for the second. There was a column on the billing sheets which was to be ticked if the admission was tied to a sentence; our examination of this variable showed that only 485 of the DWI admittees were serving a sentence and 287 of the sentenced DWI admittees entered the jail between 6:00 and 9:00 P.M.

The second most frequent reason for admission to the jail was as Title 47 protective custody holds (N=1,113). Alaska decriminalized public drunkenness in the 1970s but the police are required to take inebriates into custody for their own protection. If there is a sleep-off center they may be taken there, but if that option is unavailable or does not exist the jail may hold inebriates for twelve hours or until sober, whichever comes first. Protective custody holds in the Kodiak were most likely to enter the jail on Saturdays (N=189) or Sundays (N=170) and in the wee hours of the morning—midnight to 3:00 A.M. (N=241). There are also a substantial number entering the jail between 9:00 P.M. and midnight (N=229).

The many charges of assault, particularly of assault in the fourth degree, led us to examine admissions for this offense. Admissions for fourth degree assault were most likely to occur on Saturdays (N=116) and Fridays (N=111). The busiest time period for admissions on this charge was the early evening period from 6:00 to 9:00 P.M. Assault in the fourth degree is frequently charged in domestic violence cases, so we also examined admissions associated with domestic violence. The billing sheets from which the data for

**Table 5. Kodiak: Bedspace Utilization, 1993-1999**

All admissions

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
<b>By offense</b>				
DWI	1,386	18.0 %	47.64 hours	66,031.8 hours
PC alcohol	1,112	14.5	10.09	11,216.2
Assault 4	667	8.7	74.47	49,668.4
<b>By year</b>				
1993	1,339	17.4 %	53.46 hours	71,582.3 hours
1994	1,056	13.8	69.68	73,576.9
1995	902	11.7	85.70	77,304.5
1996	1,161	15.1	66.99	77,774.7
1997	1,186	15.4	69.15	82,014.1
1998	1,092	14.2	77.65	84,793.5
1999	943	12.3	64.45	60,774.5
<b>Total</b>	<b>7,679</b>		<b>68.74 hours</b>	<b>527,820.4 hours</b>

this project were computerized include a column to be ticked when a charge is associated with domestic violence. Not all assault admissions were ticked, while all admissions on charges such as violating a restraining order were; however, 64.2 percent of fourth degree assault charges were ticked as domestic violence. Assaults were 67.1 per cent of all domestic violence charges noted on the Kodiak jail billing sheets, and assault in the fourth degree was 63.3 per cent of all domestic violence admissions (N=423).

We should note that the domestic violence data are particularly subject to error both at the source and in data entry. The accuracy of these data depends on the degree to which jail personnel are aware of the circumstances surrounding the charge and the care with which the data are transcribed to the billing sheets. Human error at the computer entry stage may compound the accuracy problem. Nevertheless this information does seem to shed some light on jail resource utilization.

The primary measure of how jail resources are used is tied to the amount of time people spend in the jail. Every admission requires staff time, even for those released soon after booking, but those confined for several hours (or days or weeks) consume extensive amounts of staff time and other resources as well. Length of stay was computed in hours from the admission and release times on the billing sheets.

There were 30 events on the Kodiak billing sheets for which there was no release information. For the remainder the mean length of stay per event was 68.736 hours. The means by year are displayed in Table 5. The average was highest in 1995 (85.703 hours), and lowest in 1993. Since these are the lowest and highest admission years, it is tempting to suggest that people are held for longer periods when there is room and for shorter ones when there is not. However, 1999 had both the second lowest time held and the second lowest number of admissions. We examined length of stay for assaults, PCs and DWIs also. The mean length of stay on a DWI charge was highest in

**Table 5a. Kodiak: Bedspace Utilization, DWI Admissions by Year, 1993-1999**

Admissions			Hours in custody	
	Number	% of total	Mean duration	Sum
1993	241	17.4 %	46.81 hours	11,281.4 hours
1994	154	11.1	35.14	5,411.3
1995	156	11.3	37.31	5,819.6
1996	209	15.1	41.73	8,720.9
1997	210	15.2	39.55	8,304.6
1998	222	16.0	75.66	16,795.9
1999	194	14.0	49.99	9,698.2
<b>Total</b>	<b>1,386</b>		<b>47.64 hours</b>	<b>66,031.8 hours</b>

**Table 5b. Kodiak: Bedspace Utilization, Protective Custody (Alcohol) Admissions by Year, 1993-1999**

Admissions			Hours in custody	
	Number	% of total	Mean duration	Sum
1993	248	22.3 %	9.38 hours	2,326.7 hours
1994	177	15.9	10.04	1,776.7
1995	106	9.5	8.90	943.9
1996	168	15.1	10.14	1,702.9
1997	181	16.3	10.70	1,935.8
1998	115	10.3	10.82	1,244.5
1999	117	10.5	10.99	1,285.7
<b>Total</b>	<b>1,112</b>		<b>10.09 hours</b>	<b>11,216.2 hours</b>

**Table 5c. Kodiak: Bedspace Utilization, Assault 4 Admissions by Year, 1993-1999**

Admissions			Hours in custody	
	Number	% of total	Mean duration	Sum
1993	64	9.6 %	81.03 hours	5,185.7 hours
1994	44	6.6	81.62	3,591.1
1995	64	9.6	84.11	5,383.1
1996	116	17.4	60.79	7,052.0
1997	144	21.6	87.27	12,566.7
1998	132	19.8	71.47	9,433.7
1999	103	15.4	62.68	6,456.3
<b>Total</b>	<b>667</b>		<b>74.47 hours</b>	<b>49,668.4 hours</b>

1998 (75.657 hours). Overall the mean was 47.64 years. DWI admissions include both persons taken into custody at the time of the offense to prevent them from driving and persons serving DWI sentences. In Alaska there is a mandatory three-day sentence for the first DWI offense and a mandatory 20 days for the second. There was a column on the billing sheets which was to be ticked if the admission was tied to a sentence; our examination of this variable showed that 485 of the 1391 were serving a sentence (34.86%).

While PC holds may not remain in the jail beyond twelve hours, they nevertheless consume jail time and resources tied to processing and necessary observation. The mean length of stay for each year was well below the twelve-hour limit and the mean for all seven years was 10.086 hours. The jail spent thousands of hours on these protective custody individuals

An assessment of the hours spent in the jail on charges of fourth degree assault shows a seven-year mean of 74.465 hours, with a high of over 87 hours in 1997 and a low of 60.793 hours in 1996. Although a substantial amount of resources were spent on those charged with assault, the alcohol-related charges consumed a great deal more. Together DWI and PC holds used over 77,000 hours of jail time, a bit over eight years.

The Kodiak jail experiences more admissions than any other community jail. Admissions to the jail are most likely to be based on offenses involving alcohol, particularly driving while intoxicated or protective custody holds. Though they are problematic in other jails as well, repeat offenders appear to be a special problem for Kodiak. Over 40 per cent of the people logged into the jail appear more than once in the data set. Some Kodiak residents seem to have made the jail their second home, appearing three to seven times per year. This group consumes a large share of jail resources.



## Kotzebue Jail Profile

The city of Kotzebue is located on Kotzebue Sound on the north side of the Seward peninsula, 26 miles above the Arctic Circle. Because of its coastal location and proximity to river transportation it was an ancient center for arctic trade. The site has been occupied by Inupiat Eskimos for at least 600 years. It was named for a German explorer who “discovered” it in 1818.

Today the population of approximately 2,932 is 75 percent Alaska Native. The Inupiat culture dominates the area and subsistence activities are an important part of Kotzebue life. Kotzebue is a “hub” community; it is the service and transportation center for all the villages in the region.

The Kotzebue jail which serves this hub community is run by the Kotzebue Police Department. Although the jail is small, with six cells and twelve beds, it is one of the busiest of the community jails. During the seven years of data collection (1993-1999) the jail experienced 6,037 admissions, an average of 862 per year. The annual means differ however, ranging from a low of 736 in 1996 to a high of 1,106 in 1999 (see Table 1).

The 6035 admission events involved males 86.4 per cent of the time (N=5,216). When we computed the number of people who were admitted to the jail on these charges we found 2792 of whom 2290 were male (82.0%) and 502 were female. This computes to a mean of more than two charges per person (2.16), but in fact more than half of the people admitted to the Kotzebue jail were admitted only once in the seven years under study (N=1,584). Only 2.7 per cent had five or more appearances in the data set but this small percentage accumulated nearly twenty percent of all admission events (N=135).

In order to determine the reasons for their admissions to the jail the charges at admission to the jail were loosely categorized as offenses against persons, offenses against property, offenses against the public order, and “other” charges.

Charges related to persons and property are essentially self-explanatory. We included protective custody holds, DWIs and traffic offenses along with drug offenses and some other mainly alcohol related charges in the public order category which includes more than half of all of the 697 charges. The “other” category contains behaviors which could not be defined; for example, many jail admissions were tied to arrest warrants with no reason specified or to violations of conditions of conduct.

**Table 1. Kotzebue Admissions by Gender, 1993-1999**

Row percentages. Excludes 2 missing cases.

	Gender associated with admission events				Total events
	Female		Male		
	Number	Percent	Number	Percent	
1993	80	9.9 %	727	90.1 %	807
1994	80	10.7	670	89.3	750
1995	76	9.9	691	90.1	767
1996	92	12.5	644	87.5	736
1997	136	16.4	693	83.6	829
1998	181	17.4	859	82.6	1,040
1999	174	15.7	932	84.3	1,106
Total events	819	13.6 %	5,216	86.4 %	6,035
Total Individuals	502	18.0 %	2,290	82.0 %	2,792

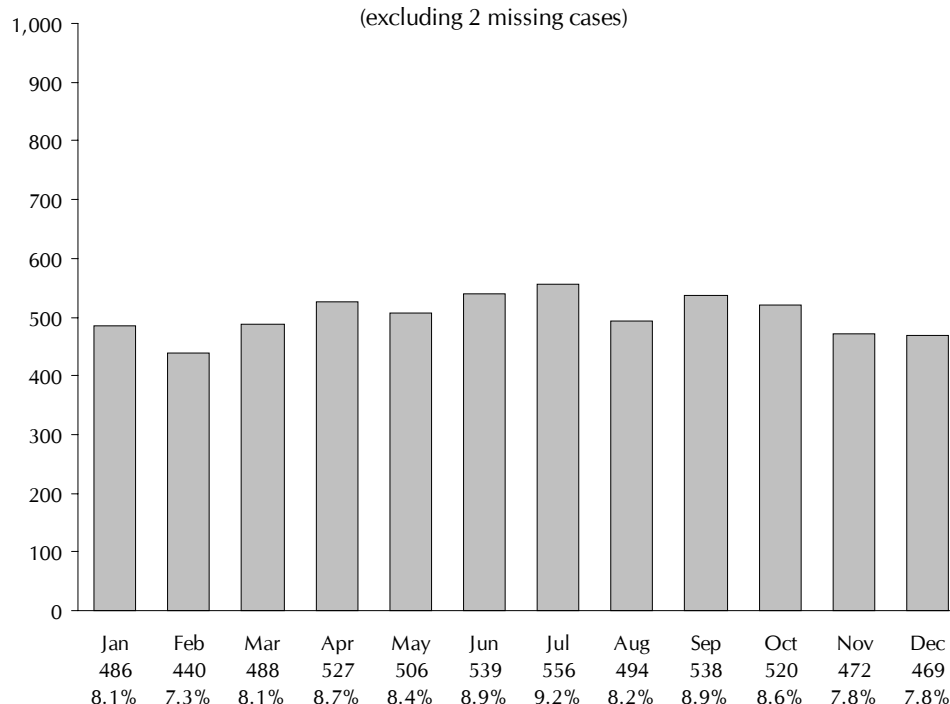
**Table 2. Kotzebue: Charge Category by Year of Admission, 1993-1999**

Row percentages. Excludes 2 missing cases.

	Person		Property		Public order		Other		Total
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
1993	232	28.7 %	127	15.7 %	275	34.1 %	173	21.4 %	807
1994	244	32.5	88	11.7	233	31.1	185	24.7	750
1995	217	28.3	100	13.0	169	22.0	281	36.6	767
1996	244	33.2	60	8.2	245	33.3	187	25.4	736
1997	348	42.0	80	9.7	267	32.2	134	16.2	829
1998	389	37.4	134	12.9	358	34.4	159	15.3	1,040
1999	480	43.4	138	12.5	311	28.1	177	16.0	1,106
<b>Total</b>	<b>2,154</b>	<b>35.7 %</b>	<b>727</b>	<b>12.0 %</b>	<b>1,858</b>	<b>30.8 %</b>	<b>1,296</b>	<b>21.5 %</b>	<b>6,035</b>

The smallest category of admission charges to the Kotzebue jail was property crime (see Table 2). Although property crimes are numerous and may involve many arrests, perpetrators are usually not detained. Of the 727 admissions to the Kotzebue jail for property crimes the largest number of admissions for a specific offense was for criminal trespass (N=320)

There were 2154 admissions to the Kotzebue jail for crimes against persons, the largest category in the Kotzebue jail. Most of these (N=1,632) were assaults (75.8%). In most of the jails studied fourth degree assault was the most numerous form of assault listed with the other degrees small and the number of unspecified assaults (no degree specified) was usually negligible. In Kotzebue,

**Figure 1. Kotzebue Admissions by Month, 1993-1999**Total admissions = 6,035  
(excluding 2 missing cases)

however, there were 512 instances of unspecified assault and 970 for fourth degree assault. Combined with more serious assaults, this offense was 75.8 per cent of all offenses in the violent category.

Public order crimes constituted the second largest category of intake offenses (N=1,858). Within this category the most numerous charge was for DWI (N=1,047). Kotzebue is one of the few rural communities with sleep-off options for inebriates, so there were no protective custody holds listed. In other jails, admissions under Title 47 constituted much of the jail's business and for some they contributed to making public order the largest category of offenses.

We examined charge categories by year to assess patterns over time (Table 2). There is variance in the total number of admissions from year to year and these variations show little pattern. The three most recent years were the busiest for the jail, but 1993 was the fourth busiest and 1996 the year with the fewest admissions.

Although yearly (or periodic) analysis of the data is interesting, it is especially useful to assess seasonal trends. We examined jail admissions by month to see if the seasons had an impact on the jail population (Figure 1). We used aggregate data for this assessment. The Kotzebue jail is busiest in July, followed by June and September with essentially identical admission numbers. The quietest months for the jail seem to be February and December, but February is, after all, the shortest month and might be expected to have fewer admissions.

Daily variations were also of interest (Table 3). We assumed that the jail would be busiest on weekends but our analysis found the outcome was not quite as predicted—Tuesday had the most admissions (N=1,052), followed by Fridays with 1,002. Saturday was a poor third and Sunday had the fewest admissions. (With the early hours of Sunday morning really extensions of Saturday night, Sunday is a busy day in many other jails.)

Another area where Kotzebue differed from many of the other consortium members was in the analysis of admissions by time of day (Table 4). For this analysis the day was divided into three-hour time blocks: midnight to 3:00 A.M., 3:00 to 6:00 A.M., 6:00 to 9:00 A.M., etc. For Kotzebue

**Table 4. Kotzebue Admissions by Time of Day, 1993-1999**

	Number	Percent
Midnight to 3:00 AM	511	8.5 %
3:00 to 6:00 AM	475	7.9
6:00 to 9:00 AM	323	5.4
9:00 AM to Noon	1,558	25.8
Noon to 3:00 PM	970	16.1
3:00 to 6:00 PM	1,021	16.9
6:00 to 9:00 PM	697	11.5
9:00 PM to midnight	480	8.0
<b>Total events</b>	<b>6,035</b>	

**Table 3. Kotzebue Admissions by Day of Week, 1993-1999**

	Number	Percent
Sunday	695	11.5 %
Monday	742	12.3
Tuesday	1,052	17.4
Wednesday	758	12.6
Thursday	868	14.4
Friday	1,002	16.6
Saturday	918	15.2
<b>Total events</b>	<b>6,035</b>	

the busiest time period was between the hours of 9:00 in the morning and noon. More than a quarter of all admissions to the jail occurred during this period (N=1,558). The slowest time period was just before the busiest period—6:00 to 9:00 in the morning.

Explaining these periods of high demand on staff time requires more information than is available in the data set. However, Kotzebue's role as a hub community requires the jail to assume responsibility for prisoners transferred from surrounding village lockups who will await trial in Kotzebue or await transfer to a larger state facility.

Transfers are more likely to occur during these hours, while persons taken into custody at the time of their offense might enter the jail at any or all hours.

An effort was also made to examine admission times for charge categories and for those specific charges within those categories which occurred most frequently. In Kotzebue offenses against persons were the largest category of offense, with assaults the most numerous in this category (N=1,632). Among types of assaults, assault in the fourth degree, a misdemeanor assault, was the most numerous (N=970). Although it is probable that at least some of the 512 unspecified assaults were also misdemeanor assaults, we confined our analysis to the 970, one of which was missing a time. Admissions for fourth degree assault were most likely to occur on Tuesdays (N=165) and Saturdays (N=164). They were also most likely to occur in that morning time period—9:00 AM to noon (N=255). Again, Kotzebue differs greatly from other community jails where admissions for fourth degree assault tended to be on weekends and during “drinking hours.” Not all admission times are linked to the time the offense occurred. It may be that the daytime admissions involve persons transferred from nearby communities or persons entering the jail to serve sentences.

Assault in the fourth degree is frequently charged in domestic violence cases, so we also examined admissions associated with domestic violence. The billing sheets from which the data for this project were computerized include a column to be ticked when a charge is associated with domestic violence. Not all assault admissions were ticked, while all admissions for charges such as violating a restraining order were; however, assaults were 81 percent of all domestic-violence-related admission charges. A large proportion of the fourth degree assault admissions (57.6%) were ticked as domestic violence (N=559). These domestic violence assaults were most likely to enter the jail on Saturdays (N=107) and Sundays (N=87), but the busiest time of day was the nine to noon period.

We should note that the domestic violence data are particularly subject to error both at the source and in data entry. The accuracy of these data depends on the degree to which jail personnel are aware of the circumstances surrounding the charge and the care with which the data are transcribed to the billing sheets. Human error at the computer entry stage may compound the accuracy problem. Nevertheless this information does seem to shed some light on jail resource utilization

The second most common reason for admission to the Kotzebue jail was for DWI (N=1,047). The jail was most likely to admit DWI offenders

**Table 5. Kotzebue: Bedspace Utilization, 1993-1999**

All admissions					
	Admissions		Hours in custody		
	Number	% of total	Mean duration	Sum	
By offense					
DWI	1,042	17.3 %	74.41 hours	77,531.1 hours	
Assault 4	968	16.1	86.12	83,367.2	
By year					
1993	807	13.4 %	103.65 hours	83,648.8 hours	
1994	749	12.5	127.23	95,292.9	
1995	767	12.8	125.87	96,540.2	
1996	736	12.2	90.36	66,507.1	
1997	828	13.8	100.64	83,330.6	
1998	1,035	17.2	104.44	108,093.1	
1999	1,092	18.2	96.91	105,823.2	
Total	6,014		106.29 hours	639,235.9 hours	

on Saturdays (N=200) and least likely to admit them on Mondays. The busiest time period was late afternoon—between 3:00 and 6:00 P.M. and more admissions during this time occurred on Fridays than any other day.

The primary measure of how jail resources are used is tied to the amount of time people spend in the jail. Every admission requires staff time, even for those released soon after booking, but those confined for several hours (or days or weeks) consume extensive amounts of staff time and other resources as well. Length of stay was computed in hours from the admission and release times on the billing sheets.

There were 23 events on the Kotzebue billing sheets for which there was no release information. For the remainder the mean length of stay was 106.291 hours.. The means by year are displayed in Table 3. The average was highest in 1994 (127.227 hours), and lowest in 1996. We examined length of stay for assaults and DWIs also. The mean length of stay on a DWI charge was highest in 1993 (108.804 hours). This can't quite be explained by the number of DWI admissions since there were more in every other year but 1995. The year with the most admissions, 1998, had the second lowest average length of stay. DWI admissions include both persons taken into custody at the time of the offense to prevent them from driving and persons serving DWI sentences. In Alaska there is a mandatory three-day sentence for the first DWI offense and a mandatory 20 days for the second. There was a column on the billing sheets which was to be ticked if the admission was tied to a sentence, but our examination of this variable showed that only 365 of the 1042 were serving a sentence (35.0%).

The Kotzebue jail is very small but is very busy. Admissions to the jail are most likely to be based on offenses against persons, particularly assaults. Public order offenses, particularly driving while intoxicated, are the second largest reason for jail admission. We need to note that Kotzebue is a hub community, a center for transportation and commerce for all surrounding villages. The jail in a hub community serves as a holding facility for the accused from surrounding villages awaiting their Kotzebue court date or as a way station for prisoners on their way to state-operated facilities. This role can have a major impact on the jail and on its resources.

**Table 5a. Kotzebue: Bedspace Utilization, DWI Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	138	13.2 %	108.80 hours	15,014.9 hours
1994	152	14.6	79.70	12,114.3
1995	93	8.9	76.39	7,104.6
1996	153	14.7	74.91	11,462.0
1997	152	14.6	63.67	9,677.4
1998	194	18.6	62.68	12,159.5
1999	160	15.4	62.49	9,998.5
<b>Total</b>	<b>1,042</b>		<b>74.41 hours</b>	<b>77,531.1 hours</b>

**Table 5b. Kotzebue: Bedspace Utilization, Assault 4 Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	3	0.3 %	110.61 hours	331.8 hours
1994	1	0.1	143.75	143.8
1995	4	0.4	123.56	494.2
1996	176	18.2	92.46	16,273.2
1997	221	22.8	87.41	19,318.4
1998	281	29.0	89.55	25,163.8
1999	282	29.1	76.74	21,642.0
<b>Total</b>	<b>968</b>		<b>86.12 hours</b>	<b>83,367.2 hours</b>

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## Petersburg Jail Profile

The city of Petersburg is in Southeast Alaska midway between Ketchikan and Juneau. The site served as a summer fish camp for Tlingit Indians for centuries. The city was named after Norwegian immigrant Peter Buschmann who established a homestead there in the 1890s. He built a sawmill, a cannery and a dock which attracted more people, many of whom were also of Scandinavian descent. Today it is an essentially non-Native community of 3,398 residents which remains attached to its Norwegian roots and holds an annual “Little Norway” festival, but the Tlingit influence is also still present today.

The Petersburg economy is dependent upon commercial fishing and logging. A large number of residents hold fishing permits and the fishing industry employs a number of people in processing. The city also serves as a center for logging and sawmill supplies and services. Petersburg is on the Alaska Marine Highway.

The jail in Petersburg is operated by the Petersburg Police Department. It is a small jail with three cells and twelve beds. During the seven years under study the jail processed 1,471 admissions which were tied to 839 people. The admissions are listed in Table 1 by year and by gender. The proportion of admissions attributed to females is 12.6 percent, but the proportion of the 839 individuals who were women is a bit larger, 13.8 percent. Their mean age at first admission was 31.8 years, a younger average than is computed for most of the other jails in the consortium. The 839 people in the sample averaged 1.75 admissions each. In fact, 63.6 percent of the people appeared only once in the data set (N=534). Just over eight percent of the people appeared in the booking logs more than three times, but this small percentage was responsible for 416 admissions, 28.3 percent of all admissions.

In order to determine the reasons for their admissions to the jail the charges at admission were loosely categorized as offenses against persons, offenses against property, offenses against the public order, and “other” charges. Charges related to persons and property are essentially self-explanatory. We included protective custody holds, DWIs and traffic offenses along with drug offenses and some other mainly alcohol related charges in the public order category which includes more than half of all of the charges listed for the Petersburg jail. The “other” category

**Table 1. Petersburg Admissions by Gender, 1993-1999**

Row percentages

	Gender associated with admission events				Total events
	Female		Male		
	Number	Percent	Number	Percent	
1993	30	12.0 %	220	88.0 %	250
1994	20	11.0	162	89.0	182
1995	40	14.7	232	85.3	272
1996	37	14.3	221	85.7	258
1997	29	14.3	174	85.7	203
1998	16	11.0	129	89.0	145
1999	14	8.7	147	91.3	161
Total events	186	12.6 %	1,285	87.4 %	1,471
Total Individuals	116	13.8 %	723	86.2 %	839

**Table 2. Petersburg: Charge Category by Year of Admission, 1993-1999**

Row percentages

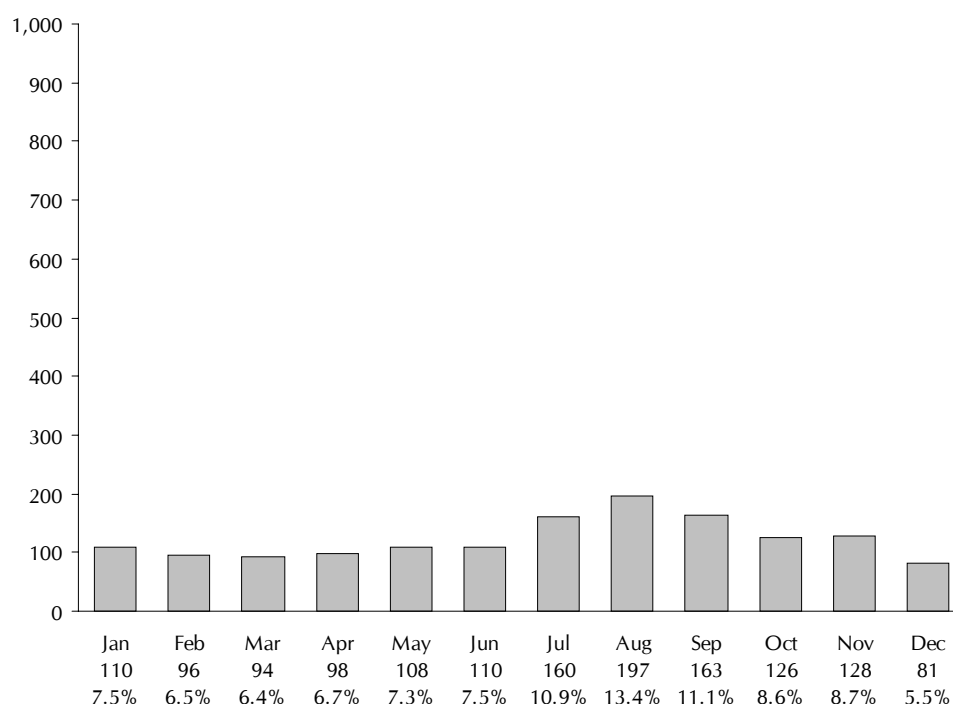
	<b>Person</b>		<b>Property</b>		<b>Public order</b>		<b>Other</b>		<b>Total</b>
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
1993	30	12.0 %	27	10.8 %	168	67.2 %	25	10.0 %	250
1994	30	16.5	17	9.3	109	59.9	26	14.3	182
1995	44	16.2	19	7.0	165	60.7	44	16.2	272
1996	36	14.0	24	9.3	158	61.2	40	15.5	258
1997	38	18.7	21	10.3	107	52.7	37	18.2	203
1998	35	24.1	20	13.8	62	42.8	28	19.3	145
1999	42	26.1	33	20.5	46	28.6	40	24.8	161
<b>Total</b>	<b>255</b>	<b>17.3 %</b>	<b>161</b>	<b>10.9 %</b>	<b>815</b>	<b>55.4 %</b>	<b>240</b>	<b>16.3 %</b>	<b>1,471</b>

contains behaviors which could not be defined; for example, many jail admissions were tied to arrest warrants with no reason specified or to violations of conditions of conduct.

The smallest category of admission charges to the Petersburg jail was property crime (see Table 2). Although property crimes are numerous and may involve many arrests, perpetrators are usually not detained. Public order crimes constituted the largest category of intake offenses (N=815). Within this category the most numerous charge was for DWI (N=324). There were 255 admissions to the Petersburg jail for crimes against persons. Most of these (N=229) were assaults (89.8%). In most of the jails studied fourth degree assault was the most numerous form of assault listed, with the other degrees small and the number of unspecified assaults (no degree specified) was usually

**Figure 1. Petersburg Admissions by Month, 1993-1999**

Total admissions = 1,471





negligible. In Petersburg, however, there were 63 instances of unspecified assault and 139 for fourth degree assault.

The next most frequently listed reason for admission to the jail was an arrest warrant with no reason for the warrant was listed. There were 121 instances of admissions pursuant to an arrest warrant.

We examined charge categories by year to assess patterns over time (see Table 2). There is variance in the total number of admissions from year to year but these variations show little pattern. The busiest years for the jail were 1995, 1996, and 1993, and the least busy years were the most recent, 1998 and 1999. No obvious yearly trends are discernible from the categories or from the total yearly counts.

Although yearly (or periodic) analysis of the data is interesting, it is especially useful to assess seasonal trends. We examined jail admission by month to see if the seasons had an impact on the jail population (Figure 1). We used aggregate data for this assessment. The Petersburg jail is busiest in August when there were 197 admissions. September, with 163 admissions, was the second busiest month, followed by July with 160. December was the quietest month for the jail, with only 81 admissions over the seven-year period. The fishing season does seem to play a role in the extent to which the jail is utilized.

Daily variations were also of interest (Table 3). We assumed that the jail would be busiest on weekends and the result was as predicted. Friday was the busiest day for the jail, with 261 admissions, and Saturday was next, with 255. The quietest day for the jail was Monday.

We also examined admissions by time of day (Table 4). For this analysis the day was divided into three-hour time blocks: midnight to 3:00 A.M., 3:00 to 6:00 A.M., 6:00 to 9:00 A.M., etc. For Petersburg the busiest time period was midnight to 3:00 A.M., when almost 20 percent of the admissions occurred (N=276). The second busiest time period was early evening—6:00 to 9:00 P.M.—when 270 admissions were logged in. The busiest single time period was Saturday from midnight to 3:00 A.M., really an extension of Friday night.

An effort was also made to examine admission times for charge categories and for those specific

**Table 4. Petersburg Admissions by Time of Day, 1993-1999**

	Number	Percent
Midnight to 3:00 AM	276	18.8 %
3:00 to 6:00 AM	122	8.3
6:00 to 9:00 AM	79	5.4
9:00 AM to Noon	145	9.9
Noon to 3:00 PM	144	9.8
3:00 to 6:00 PM	201	13.7
6:00 to 9:00 PM	270	18.4
9:00 PM to midnight	234	15.9
<b>Total events</b>	<b>1,471</b>	

**Table 3. Petersburg Admissions by Day of Week, 1993-1999**

	Number	Percent
Sunday	226	15.4 %
Monday	164	11.1
Tuesday	174	11.8
Wednesday	180	12.2
Thursday	211	14.3
Friday	261	17.7
Saturday	255	17.3
<b>Total events</b>	<b>1,471</b>	

charges within those categories which occurred most frequently. In Petersburg public order offenses were the largest category of offense and DWIs were the most numerous in this category (N=324). The jail was most likely to admit DWI offenders on Fridays (N=62) and least likely to admit them on Tuesdays. The busiest time period was midnight to 3:00 A.M.

Warrant arrests were most likely to be admitted to the jail on Wednesdays (N=22) and Fridays (N=21), but in fact the distribution was fairly even from day to day. The late afternoon period was the time most of the admissions

occurred; 27 were logged in between 3:00 and 6:00 P.M.

We also decided to examine fourth degree assault data by day of week and time of day. Among types of assaults assault in the fourth degree, a misdemeanor assault, was the most numerous (N=139). Although it is probable that at least some of the 63 unspecified assaults were also misdemeanor assaults, we confined our analysis to the 139. Admissions for fourth degree assault were most likely to occur on Tuesdays (N=165) and Saturdays (N=164). They were also most likely to occur between 3:00 and 6:00 A.M. (N=24). An equal number were admitted between 9:00 P.M. and midnight and between midnight and 3:00 A.M. (N=22).

Assault in the fourth degree is frequently charged in domestic violence cases, so we also examined admissions associated with domestic violence. The billing sheets from which the data for this project were computerized include a column to be ticked when a charge is associated with domestic violence. Not all assault admissions were ticked, while all admissions for charges such as violating a restraining order were; however, assaults were 82.4 percent of all domestic-violence-related admission charges. A large proportion of the fourth degree assault admissions (46%) were ticked as domestic violence (N=64) as well as a large portion of the unspecified assaults (N=31).

We should note that the domestic violence data are particularly subject to error both at the source and in data entry. The accuracy of these data depends on the degree to which jail personnel are aware of the circumstances surrounding the charge and the care with which the data are transcribed to the billing sheets. Human error at the computer entry stage may compound the accuracy problem. Nevertheless, this information does seem to shed some light on jail resource utilization

The primary measure of how jail resources are used is tied to the amount of time people spend in the jail. Every admission requires staff time, even for those released soon after booking, but those confined for several hours (or days or weeks) consume extensive amounts of staff time and other resources as well. Length of stay was computed in hours from the admission and release times on the billing sheets.

There were five events on the Petersburg billing sheets for which there was no release information. For the remainder the mean length of stay was 61.3780 hours. The means by year are displayed in Table 5. The average was highest in 1999 (82.728 hours), and lowest in 1993 (52.119 hours). We examined length of stay for assaults and DWIs also. The mean length of stay on a DWI charge was highest in 1998 (95.417 hours). This can't quite

**Table 5. Petersburg: Bedspace Utilization, 1993-1999**

All admissions					
	Admissions		Hours in custody		
	Number	% of total	Mean duration	Sum	
By offense					
DWI	323	22.0 %	63.89 hours	20,635.1 hours	
All assaults	200	13.7	61.99	12,398.2	
Assault 4	138	9.4	61.97	8,544.7	
By year					
1993	250	17.1 %	52.12 hours	13,029.8 hours	
1994	182	12.4	60.09	10,937.2	
1995	271	18.5	53.78	14,573.9	
1996	258	17.6	53.51	13,806.1	
1997	203	13.9	71.77	14,569.9	
1998	145	9.9	69.63	10,096.4	
1999	156	10.6	82.73	12,905.6	
Total	1,465		61.38 hours	89,918.8 hours	

be explained by the number of DWI admission since there were more in every other year but 1999. The year with the most admissions, 1996, had the second lowest average length of stay. DWI admissions include both persons taken into custody at the time of the offense to prevent them from driving and persons serving DWI sentences. In Alaska there is a mandatory three-day sentence for the first DWI offense and a mandatory 20 days for the second. The average length of time held may be related to whether or not a sentence was being served. There was a column on the billing sheets which was to be ticked if the admission was tied to a sentence. Our examination of this variable showed that 148 of the 324 were serving a sentence (45.7%) and that the proportion was approximately the same from year to year.

For admission charges of assault in the fourth degree the mean length of stay was 61.918 hours. These averages showed no pattern by year but the computations were complicated by the failure of the jail to enter the degree on the billing sheets. This was a particular problem in 1998 when only one fourth degree assault admission was logged into the jail. For this analysis we therefore combined assault in the fourth degree with assaults with no specified degree. The mean length of stay for all four years did not differ markedly with the addition of 62 assault charges, except, of course, for 1998. The lowest average length of stay was in 1994, the highest in 1999. The total hours held were considerably less for this offense than for DWI which consumed 20,635.13 hours of jail time—more than two years total.

The Petersburg jail is very small but is quite busy. Admissions to the jail are most likely to be based on public order offenses, particularly DWIs. The jail also admits a large number of persons on arrest warrants, which also consume jail resources. Assaults were the charges most frequently logged in as crimes against persons and 99 of these were ticked as domestic violence (43.2%).

**Table 5a. Petersburg: Bedspace Utilization, DWI Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	69	21.4 %	70.07 hours	4,834.9 hours
1994	55	17.0	75.14	4,132.9
1995	68	21.1	53.95	3,668.5
1996	77	23.8	55.90	4,304.1
1997	38	11.8	58.94	2,239.7
1998	14	4.3	95.42	1,335.8
1999	2	0.6	59.69	119.4
<b>Total</b>	<b>323</b>		<b>63.89 hours</b>	<b>20,635.1 hours</b>

**Table 5b. Petersburg: Bedspace Utilization, Admissions for All Assaults by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	26	13.0 %	55.63 hours	1,446.3 hours
1994	18	9.0	40.18	723.3
1995	31	15.5	64.30	1,993.2
1996	26	13.0	36.72	954.8
1997	33	16.5	51.92	1,383.4
1998	31	15.5	65.79	2,039.6
1999	35	17.5	110.22	3,857.6
<b>Total</b>	<b>200</b>		<b>61.99 hours</b>	<b>12,398.2 hours</b>

**Table 5c. Petersburg: Bedspace Utilization, Assault 4 Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	24	17.4 %	50.85 hours	1,220.5 hours
1994	14	10.1	30.26	423.6
1995	27	19.6	66.52	1,796.0
1996	23	16.7	33.27	765.2
1997	21	15.2	53.99	1,133.8
1998	1	0.7	12.05	12.1
1999	28	20.3	114.06	3,193.7
<b>Total</b>	<b>138</b>		<b>61.92 hours</b>	<b>8,544.7 hours</b>

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## Seward Jail Profile

The city of Seward is located on the southeastern coast of the Kenai Peninsula. The city is on Resurrection Bay; it is the gateway to Kenai Fjords National Park. Seward was named for William Seward, the Secretary of State who negotiated the purchase of Alaska from Russia. It was settled in the 1890s and became the southern terminus of the railroad. Its ice-free harbor made it an important supply center for construction of the railroad and it continues today to be a major center for movement of goods on the railroad to interior Alaska. Seward is essentially a non-Native community; its population is approximately 3,050 and is about 15 percent Alaska Native.

Seward is linked by road to Anchorage and from there to the lower forty-eight. It has a diversified economy with a large tourism industry, fishing industry, ship repair, and more. The port serves cruise ships, cargo barges and ocean freighters, and is part of the Alaska Marine Highway in the summer. Summer visitors swell the population and often affect the population of the jail.

The jail in Seward has five cells and fourteen beds. From 1993 through 1999 the jail experienced 3,273 admissions (Table 1). These admissions were accounted for by 2,094 individuals, 1,775 of whom were male (84.8%). Their average age was 32.26 years, but for eleven months in 1997 Seward did not include date of birth on the billing sheets that were the source of the data. The mean age may be distorted by the missing data for 366 cases. The 2,094 people averaged 1.56 admissions each, but, in fact, more than 70 percent appeared only once in the Seward data set (N=1,488). Just 2.3 percent of the individuals were admitted to the jail five or more times (N=81) but they accounted for more than 12 percent of all admissions (N=407).

Charges at admission to the jail were loosely categorized for purposes of analysis: offenses against persons, offenses against property, offenses against the public order, and other charges. Charges related to persons and property are essentially self-explanatory. We included protective custody holds, DWIs and traffic offenses along with drug offenses and some other mainly alcohol related charges in the public order category which includes more than half of all of the 3,916 charges associated with admission to the Seward jail. The “other” category contains behaviors which could not be defined; for example many jail admissions were tied to arrest warrants with no reason specified or to violations of conditions of conduct.

The smallest category of admission

**Table 1. Seward Admissions by Gender, 1993-1999**  
Row percentages

	Gender associated with admission events				Total events
	Female		Male		
	Number	Percent	Number	Percent	
1993	99	14.1 %	604	85.9 %	703
1994	75	14.8	431	85.2	506
1995	41	9.2	403	90.8	444
1996	69	16.7	344	83.3	413
1997	62	15.1	349	84.9	411
1998	51	11.5	392	88.5	443
1999	54	15.3	299	84.7	353
Total events	451	13.8 %	2,822	86.2 %	3,273
Total Individuals	319	15.2	1,775	84.8	2,094

**Table 2. Seward: Charge Category by Year of Admission, 1993-1999**

Row percentages									
	Person		Property		Public order		Other		Total
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
1993	47	6.7 %	36	5.1 %	352	50.1 %	268	38.1 %	703
1994	34	6.7	21	4.2	260	51.4	191	37.7	506
1995	41	9.2	25	5.6	189	42.6	189	42.6	444
1996	56	13.6	18	4.4	185	44.8	154	37.3	413
1997	43	10.5	28	6.8	196	47.7	144	35.0	411
1998	59	13.3	34	7.7	204	46.0	146	33.0	443
1999	40	11.3	25	7.1	160	45.3	128	36.3	353
<b>Total</b>	<b>320</b>	<b>9.8 %</b>	<b>187</b>	<b>5.7 %</b>	<b>1,546</b>	<b>47.2 %</b>	<b>1,220</b>	<b>37.3 %</b>	<b>3,273</b>

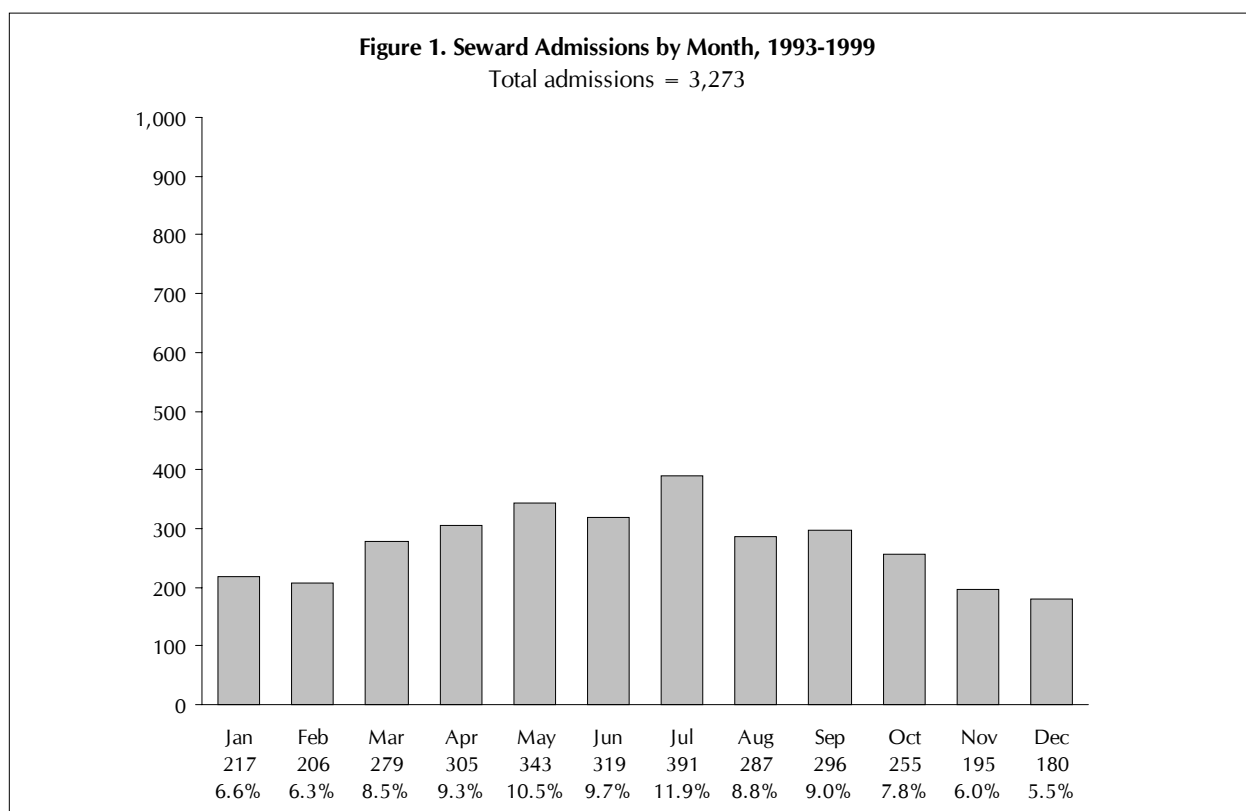
charges was property crime (see Table 2). Although property crimes are numerous and may involve many arrests, perpetrators are usually not detained. Of the 187 admissions to the Seward jail for property crimes, the largest number of admissions for a specific offense was for theft including concealment of merchandise (N=49).

Public order charges were the most frequently listed reasons for admission (N=1,546). This category included a substantial number of DWIs (N=569) and protective custody holds (N=309).

The largest number of admissions on a single charge was in the “other” category—warrant arrests where the reason for the warrant was not specified. There were 762 admissions on arrest warrants. Fewer than ten percent of the admissions could be categorized as crimes against persons

**Figure 1. Seward Admissions by Month, 1993-1999**

Total admissions = 3,273



(N=320). Most of these admissions were for assault (N=284) and most of these were listed as assault in the fourth degree, a misdemeanor assault.

We examined the crime categories by year to assess patterns over time (Table 2). Except for 1998 the number of admissions shows a steady decrease over time with the highest year in 1993 and the lowest in 1999. In the low year, the number of admissions was just about half of the high year.

Although yearly (or periodic) analysis of the data is interesting, it is especially useful to assess seasonal trends. We examined jail admissions by month to see if the seasons had an impact on the jail population (Figure 1). This should be particularly useful to the Seward jail because there are seasonal increases in the size of the population with the fishing and tourism seasons. We used aggregate data for this assessment. The number of arrests did not vary from month to month as much as one might expect. Admissions to the jail were highest in July and May. Over ten percent of all admissions occurred during each of these months. June was nearly as busy, with 319 admissions during the seven years, very close to 10 percent. The low month was December with 180 admissions logged into the jail. Admissions in winter months were clearly fewer than those in summer months and they do seem to grow along with the hours of daylight in the spring.

Daily variations were also of interest (Table 3). We assumed that the jail would be busiest on weekends. When the data were examined by day of the week the outcome was predictable—Saturday had the most admissions (N=690), followed by Friday (N=568). Tuesdays were the quietest days for the Seward facility.

In order to assess admissions by time of day (Table 4), the day was divided into eight three-hour blocks: midnight to 3:00 A.M., 3:00 to 6:00 A.M., 6:00 to 9:00 A.M., etc. For Seward the busiest time period was midnight to 3:00 A.M. when 24.3 percent of all admissions occurred (N=794), followed by 9:00 P.M. to midnight when 19.5 percent of admissions occurred. The jail had the fewest admissions between the hours of 6:00 and 9:00 A.M. We also examined the three most common admission reasons by day and time. In Seward these were warrant arrests (N=762), DWI (N=569), protective custody holds (N=309), and misdemeanor assault (N=258).

	<b>Number</b>	<b>Percent</b>
Midnight to 3:00 AM	794	24.3 %
3:00 to 6:00 AM	330	10.1
6:00 to 9:00 AM	132	4.0
9:00 AM to Noon	156	4.8
Noon to 3:00 PM	262	8.0
3:00 to 6:00 PM	467	14.3
6:00 to 9:00 PM	495	15.1
9:00 PM to midnight	637	19.5
<b>Total events</b>	<b>3,273</b>	

**Table 3. Seward Admissions by Day of Week, 1993-1999**

	<b>Number</b>	<b>Percent</b>
Sunday	532	16.3 %
Monday	384	11.7
Tuesday	332	10.1
Wednesday	369	11.3
Thursday	398	12.2
Friday	568	17.4
Saturday	690	21.1
<b>Total events</b>	<b>3,273</b>	

The period from 9:00 at night until 3:00 in the morning saw more than 60 percent of all DWI admissions; 212 were logged in between midnight and 3:00 A.M., 134 between 6:00 A.M. and midnight. We should note that DWI admissions include both persons brought in at the time of the offense and persons entering the jail to serve mandatory three or twenty-day sentences.

The billing sheets included a column to be ticked to indicate whether the admission involved a sentence, but

very few of the Seward DWIs were ticked. The accuracy of this variable depends on the knowledge and understanding of the person entering the data on the billing sheets as well as the time available for that entry. It is compounded by data entry errors in transcribing the data as well.

Of the 762 warrant arrests nearly 20 percent occurred between 3:00 and 6:00 P.M. and between 6:00 and 9:00 P.M. There were 148 admissions during these time periods. More occurred on Saturdays than on any other days (N=165). Protective custody holds also consumed resources in the Seward jail. These admissions tended to occur on weekends; 52.7 percent occurred on Sundays (N=56), Saturdays (N=55), and Fridays (N=52). The slowest days for PC admissions were Mondays and Thursdays. More than a quarter were admitted between midnight and 3:00 AM (N=85). Protective custody admissions were least likely to occur in the Seward facility between six and nine in the morning.

Admissions to the Seward jail for assault in the fourth degree also were assessed by day of week and time of day. We hypothesized that weekends would see the largest influx into the jail for fourth degree assault, and the figures were not disappointing.. The busiest days for assault in the fourth degree were Sundays (N=57) and Saturdays (N=54). More admissions on this charge occurred in the Seward jail between midnight and 3:00 A.M. than any other time period (N=66).

Because assault in the fourth degree is frequently charged in domestic violence cases, we also examined admissions associated with domestic violence. The billing sheets from which the data for this project were computerized include a column to be ticked when a charge is associated with domestic violence. Not all assault admissions were ticked, while all admissions for charges such as violating a restraining order were; however, 64 percent of the fourth degree assault admissions were ticked as domestic violence (N=165).

We should note that the domestic violence data are particularly subject to error both at the source and in data entry. The accuracy of these data depends on the degree to which jail personnel are aware of the circumstances surrounding the charge and the care with which the data are transcribed to the billing sheets. Human error at the computer entry stage may compound the accuracy problem. Nevertheless, this information does seem to shed some light on jail resource utilization.

The primary measure of how jail resources are used is tied to the amount of time people spend in the jail. Every admission requires staff time,

**Table 5. Seward: Bedspace Utilization, 1993-1999**

All admissions				
	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
By offense				
Warrant	790	24.2 %	32.86 hours	24,971.2 hours
DWI	569	17.4	44.28	25,193.5
Protective custody	308	9.4	11.78	3,629.2
Assault 4	258	7.9	39.07	10,080.9
By year				
1993	703	21.5 %	43.77 hours	30,773.2 hours
1994	506	15.5	40.06	20,269.5
1995	444	13.6	39.40	17,494.9
1996	413	12.6	44.66	18,444.4
1997	409	12.5	38.09	15,579.4
1998	442	13.5	74.55	32,949.0
1999	353	10.8	55.71	19,666.5
Total	3,270		47.45 hours	155,176.8 hours



even for those released soon after booking, but those confined for several hours (or days or weeks) consume extensive amounts of staff time and other resources as well. Length of stay was computed in hours from the admission and release times on the billing sheets. There were three events on the Seward billing sheets which were missing release information. For the remainder the mean length of stay was just over 47 hours. The means by year are displayed in Table 5. They do not appear to be tied to number of admissions since the longest average length of stay was in 1998, a year with 442 admission. Three years saw more admissions than this.

We examined length of stay for the most common charges listed on the Seward billing sheets: warrant arrest, DWI, PC, and misdemeanor assault. For warrant arrests the average length of stay was 32.857 hours, with the highest mean occurring in 1998 and the lowest in 1994. For DWI admissions the longest mean length of stay was in 1999 and the shortest in 1995. The total number of hours spent by the jail on DWI admissions is considerable. Over the seven year period more than 25,000 hours were spent on this charge—the equivalent of almost three years.

All admissions consume jail resources; each requires staff time for processing and many require bedding, food and staff observation. The number of hours one is in the jail may not be the best measure of resources used. For protective custody holds there is a statutory limit to the amount of time the inebriate can remain in the jail (twelve hours), but the inebriate may require more observation than other kinds of prisoners because of the health risks associated with severe drunkenness. In Seward the average time held on these holds was just under the twelve-hour limit, and the total

**Table 5a. Seward: Bedspace Utilization, Warrant Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	166	21.8 %	26.53 hours	4,403.6 hours
1994	127	16.7	21.74	2,761.1
1995	131	17.2	27.43	3,593.4
1996	116	15.3	35.66	4,136.5
1997	102	13.4	26.97	2,751.4
1998	62	8.2	85.40	5,294.8
1999	56	7.4	36.26	2,030.3
<b>Total</b>	<b>760</b>		<b>32.86 hours</b>	<b>24,971.2 hours</b>

**Table 5b. Seward: Bedspace Utilization, DWI Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	126	22.1 %	33.02 hours	4,160.7 hours
1994	76	13.4	32.49	2,469.2
1995	90	15.8	28.30	2,546.6
1996	77	13.5	38.72	2,981.6
1997	58	10.2	42.43	2,461.0
1998	71	12.5	74.07	5,259.0
1999	71	12.5	74.87	5,315.5
<b>Total</b>	<b>569</b>		<b>44.28 hours</b>	<b>25,193.5 hours</b>

**Table 5c. Seward: Bedspace Utilization, Protective Custody Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	50	16.2 %	11.58 hours	578.8 hours
1994	52	16.9	12.22	635.7
1995	24	7.8	9.47	227.3
1996	33	10.7	12.92	426.4
1997	48	15.6	11.71	561.9
1998	58	18.8	11.52	668.0
1999	43	14.0	12.35	531.1
<b>Total</b>	<b>308</b>		<b>11.78 hours</b>	<b>3,629.2 hours</b>

**Table 5d. Seward: Bedspace Utilization, Assault 4 Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	33	12.8 %	19.97 hours	658.9 hours
1994	29	11.2	17.91	519.4
1995	33	12.8	25.54	842.8
1996	47	18.2	37.37	1,756.4
1997	29	11.2	26.87	779.2
1998	54	20.9	74.74	4,035.8
1999	33	12.8	45.11	1,488.5
<b>Total</b>	<b>258</b>		<b>39.07 hours</b>	<b>10,080.8 hours</b>

number of hours held was small in comparison with other charges (3,629.23 hours).

Admissions for fourth degree assault lasted on average 39.07 hours. These admissions remained in the jail longer on average in 1998 than in any other year. Over the seven-year data collection period these charges consumed more than 10,000 hours of jail time.

Clearly the Seward jail is very busy. The jail incarcerates a rather large percentage of persons charged with behaviors which violate the public order, particularly driving while intoxicated, but also those needing to be taken into custody for their own protection and quite a few young persons charged with minor consuming alcohol (N=159). In some jails the existence of these charges indicates a community problem with alcohol which is reflected in repeat admissions on these charges, but in Seward a large proportion of admittees appear in the data base only once. This suggests that alcohol-related admissions in Seward are one-time events tied to partying visitors as much as, or even more, than to residents.

## Sitka Jail Profile

The city of Sitka is a community with a long history. Sitka is located on the Pacific Ocean side of Baranof Island in Southeast Alaska. The site was a Tlingit community long before the arrival of the Russians and was the site of the last battle between the Russians and the Tlingits. By 1808 Sitka was the capital of Russian Alaska. It was a major ocean transportation center and the center of the fur trade but it also exported fish and timber. After the purchase of Alaska by the United States Sitka served as the capital of the territory for forty years.

Sitka has a population today of approximately 8800 people, 21 percent of whom are Alaska Native. Although it is primarily a non-Native community, there is a strong Native cultural influence. Its Russian history exerts an important influence over the life of the city as well. The economy of the city is diverse and includes the fishing industry, tourism, and transportation. The government is a large employer in Sitka, where there is a Coast Guard base and a forest service office.

The jail in Sitka is operated by the Sitka Police Department. It has nine cells and fifteen beds. During the seven years under study the jail processed 3154 admissions, which were tied to 1447 individuals. The admissions are listed in Table 1 by year and by gender. The proportion of admissions attributed to females is 16.9 percent, but the proportion of the 1447 individuals who were women is larger, 20.1 percent. The mean age at first admission was 32.29 years. The 1447 people in the sample averaged 2.18 admissions each. In fact, 60.3 percent of the people appeared only once in the data set (N=872). Only 149 individuals appeared five or more times in the seven years (7.3%), but they accounted for 1229 different admission events—nearly 40 percent of the total. Thirty-four of them appeared ten or more times, two of these more than twenty times.

In order to determine the reasons for their admission to the jail the charges at admission to the jail were loosely categorized as offenses against persons, offenses against property, offenses against the public order, and “other” charges. Charges related to persons and property are essentially self-explanatory. We included protective custody holds, DWIs and traffic offenses along with drug offenses and some other mainly alcohol related charges in the public order category which includes more than half of all of the charges listed for the Sitka jail. The “other” category contains behaviors which could not be defined; for example, many jail admis-

**Table 1. Sitka Admissions by Gender, 1993-1999**

Row percentages

	Gender associated with admission events				Total events
	Female		Male		
	Number	Percent	Number	Percent	
1993	73	16.1 %	381	83.9 %	454
1994	63	15.0	356	85.0	419
1995	67	14.2	406	85.8	473
1996	90	21.8	322	78.2	412
1997	73	17.1	354	82.9	427
1998	84	16.9	413	83.1	497
1999	84	17.7	391	82.3	475
Total events	534	16.9 %	2,623	83.1 %	3,157
Total Individuals	291	20.1	1,156	79.9	1,447

**Table 2. Sitka: Charge Category by Year of Admission, 1993-1999**

Row percentages. Excludes 3 missing cases.

	Person		Property		Public order		Other		Total
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
1993	72	15.9 %	52	11.5 %	262	57.7 %	68	15.0 %	454
1994	73	17.4	42	10.0	229	54.7	75	17.9	419
1995	74	15.6	45	9.5	279	59.0	75	15.9	473
1996	71	17.2	62	15.0	233	56.6	46	11.2	412
1997	82	19.2	40	9.4	212	49.6	93	21.8	427
1998	117	23.5	21	4.2	259	52.1	100	20.1	497
1999	92	19.5	41	8.7	191	40.5	148	31.4	472
<b>Total</b>	<b>581</b>	<b>18.4 %</b>	<b>303</b>	<b>9.6 %</b>	<b>1,665</b>	<b>52.8 %</b>	<b>605</b>	<b>19.2 %</b>	<b>3,154</b>

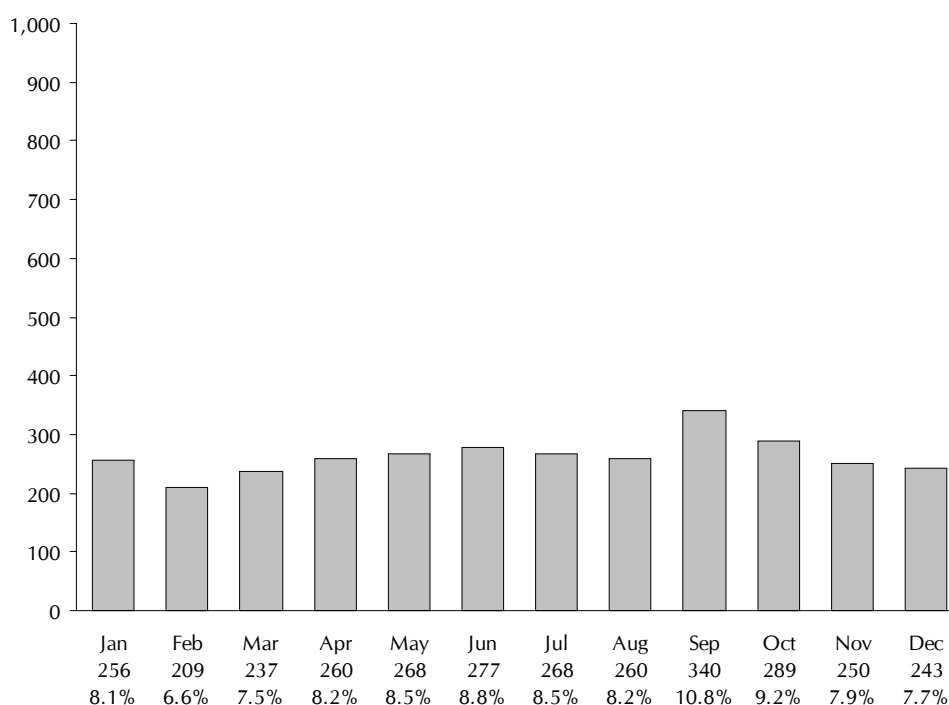
sions were tied to arrest warrants with no reason specified or to violations of conditions of conduct.

The smallest category of admission charges to the Sitka jail was property crime (see Table 2). Although property crimes are numerous and may involve many arrests, perpetrators are usually not detained. Public order crimes constituted the largest category of intake offenses (N=1,665). Within this category the most numerous charges were for DWI (N=588) and protective custody (PC) holds (N=557). There were 581 admissions to the Sitka jail for crimes against persons. Most of these (N=497) were assaults, and most of the assaults were for assault in the fourth degree (N=435).

We examined charge categories by year to assess patterns over time (Table 2). There is variance in the total number of admissions from year to year and these variations show little pattern. The

**Figure 1. Sitka Admissions by Month, 1993-1999**

Total admissions = 3,157



busiest years for the jail were 1998, 1999 and 1995 in that order, and the least busy years were 1996 and 1994. The yearly admissions are actually relatively stable from year to year; only 85 admissions separate the highest year from the lowest. No obvious yearly trends are discernible without the nine categories. There was a steady increase in admissions for violent crimes from year to year though there was a drop in 1999. Admissions for public order charges show the most variance—the high years being 1995 and 1993 and the difference between the high and low years was greater than the difference for the total counts (N=88).

Although yearly (or periodic) analysis of the data is interesting, it is especially useful to assess seasonal trends. We examined jail admission by month to see if the seasons had an impact on the jail population (Figure 1). We used aggregate data for this assessment. The Sitka jail is busiest in September the only month with more than ten per cent of admissions (N=340). October, with 289 admissions, was the second busiest month. February was the quietest month for the jail with only 209 admissions over the seven-year period. Sitka's jail does not seem particularly likely to be influenced by the seasons. The summer months were busy ones for the jail but not exceptionally so, and the three-month fall block—September, October, November—saw more admissions than the June, July, August block.

Daily variations were also of interest. We assumed that the jail would be busiest on weekends and the result was as predicted. Friday was the busiest day for the jail with 597 admissions and Saturday was next, with 486. The quietest day for the jail was Sunday, with only 338 admissions during the period.

We also examined admissions by time of day. For this analysis the day was divided into three-hour time blocks: midnight to 3:00 A.M., 3:00 to 6:00 A.M., 6:00 to 9:00 A.M., etc. For Sitka the busiest time period was morning between 9:00 A.M. and noon (N=515). The second busiest time period was midnight to 3:00 A.M.—when 463 admissions were logged in. The busiest single time period was Saturday from midnight to 3:00 A.M., really an extension of Friday night, when there were 110 admissions.

An effort was also made to examine admission times for charge categories and for those specific charges within those categories which occurred most frequently. In Sitka public order offenses were the largest category of offense, and DWIs were the most numerous charges in this category (N=588). The jail was most likely to admit DWI offenders on Fridays (N=134) and least likely to admit them on Sundays. The busiest time period was 6:00 to 9:00 A.M. Admissions for DWI can include both admission of persons taken into custody at the time of the offense and persons entering the jail to serve mandatory sentences (three days for first offense). It is likely that people begin their sentences early in the morning.

There were 557 PC admissions for which date and time information were available. Admissions to the jail for protective custody reasons were most likely to occur on Saturdays and between midnight and three in the morning. There were more

**Table 3. Sitka Admissions by Day of Week, 1993-1999**

	Number	Percent
Sunday	338	10.7 %
Monday	485	15.4
Tuesday	433	13.7
Wednesday	420	13.3
Thursday	398	12.6
Friday	597	18.9
Saturday	486	15.4
<b>Total events</b>	<b>3,157</b>	

**Table 4. Sitka Admissions by Time of Day, 1993-1999**

	Number	Percent
Midnight to 3:00 AM	463	14.7 %
3:00 to 6:00 AM	250	7.9
6:00 to 9:00 AM	443	14.0
9:00 AM to Noon	515	16.3
Noon to 3:00 PM	358	11.3
3:00 to 6:00 PM	390	12.4
6:00 to 9:00 PM	359	11.4
9:00 PM to midnight	379	12.0
<b>Total events</b>	<b>3,157</b>	

admissions on Sunday during this time period than there were on Saturday.

We also decided to examine fourth degree assault data by day of week and time of day (Tables 3 and 4). Among types of assaults, fourth degree assault—a misdemeanor—was the most frequent (N=435). Admissions for fourth degree assault were most likely to occur on Saturdays (N=89). They were also most likely to occur between midnight and 3:00 A.M.

Assault in the fourth degree is frequently charged in domestic violence cases, so we also examined admissions associated with domestic violence. The billing sheets from which the data for this project were computerized include a column to be ticked when a charge is associated with domestic violence. Not all assault admissions were ticked, while all admissions for charges such as violating a restraining order were; however, assaults were 78.1 percent of all domestic-violence-related admission charges. A large proportion of the fourth degree assault admissions (70.5%) were ticked as domestic violence (N=307).

We should note that the domestic violence data are particularly subject to error both at the source and in data entry. The accuracy of these data depends on the degree to which jail personnel are aware of the circumstances surrounding the charge and the care with which the data are transcribed to the billing sheets. Human error at the computer entry stage may compound the accuracy problem. Nevertheless, this information does seem to shed some light on jail resource utilization.

The primary measure of how jail resources are used is tied to the amount of time people spend in the jail. Every admission requires staff time even those released soon after booking, but those confined for several hours (or days or weeks) consume extensive amounts of staff time and other resources as well. Length of stay was computed in hours from the admission and release times on the billing sheets.

There were nine events on the Sitka billing sheets for which there was no release information. For the remainder the mean length of stay was 74.2496 hours. The means by year are displayed in Table 5. The average was highest in 1997 (82.1458 hours), and lowest in 1995 (69.7107 hours). We examined length of stay for PCs,

**Table 5. Sitka: Bedspace Utilization, 1993-1999**

All admissions					
Admissions			Hours in custody		
	Number	% of total	Mean duration	Sum	
By offense					
DWI	584	18.6 %	97.33 hours	56,842.4 hours	
PC alcohol	554	17.6	9.35	5,181.7	
Assault 4	434	13.8	64.86	28,150.2	
By year					
1993	454	14.4 %	75.49 hours	34,273.3 hours	
1994	418	13.3	73.13	30,568.1	
1995	473	15.0	69.71	32,973.2	
1996	412	13.1	76.18	31,387.2	
1997	424	13.5	82.15	34,829.8	
1998	497	15.8	70.73	35,152.2	
1999	467	14.8	73.51	34,331.0	
Total	3,145		74.25 hours	233,514.9 hours	

DWIs, and assaults. The law governing protective custody provides that the inebriate be held up to twelve hours or until sober, whichever comes first. The mean length of time held should, therefore, be well under twelve hours, and it is. The average length of stay was just over nine and one-half hours. While duration of stay on a PC hold is not very long, these admissions take staff time for paperwork and for observation, since alcohol can have serious health effects on the individual.

The mean length of stay on a DWI charge was 98.850 for the seven years under study. It was highest in 1993 (103.2374 hours) and lowest in 1999 (88.842 hours). As noted above, DWI admissions include both persons taken into custody at the time of the offense to prevent them from driving and persons serving DWI sentences. In Alaska, there is a mandatory three-day sentence for the first DWI offense and a mandatory 20 days for the second. The average length of time held may be related to whether or not a sentence was being served.

For admission charges of assault in the fourth degree the mean length of stay was 64.86 22 hours. These averages showed no pattern by year. The lowest average length of stay was in 1994, the highest in 1998.

The total hours held were considerably less for this offense than for DWI, which consumed 49,919.45 hours of jail time—more than five years in all.

The Sitka jail is quite a busy jail. Admissions to the jail are most likely to be based on public order offenses, which consume a great many jail resources. These offenses are usually linked with alcohol and with alcoholism. The high number of repeat offenders may be related to this social problem. Fourth degree assaults were the charges most frequently logged in as crimes against persons and many of these were ticked as domestic violence.

**Table 5a. Sitka: Bedspace Utilization, DWI Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	114	19.5 %	103.24 hours	11,769.1 hours
1994	83	14.2	101.21	8,400.2
1995	94	16.1	96.44	9,065.4
1996	89	15.2	97.37	8,665.8
1997	52	8.9	100.38	5,219.9
1998	62	10.6	92.36	5,726.2
1999	90	15.4	88.84	7,995.8
<b>Total</b>	<b>584</b>		<b>97.33 hours</b>	<b>56,842.4 hours</b>

**Table 5b. Sitka: Bedspace Utilization, Protective Custody (Alcohol) Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	62	11.2 %	9.38 hours	581.3 hours
1994	61	11.0	8.95	545.8
1995	76	13.7	9.75	741.2
1996	77	13.9	9.59	738.3
1997	71	12.8	8.52	604.9
1998	121	21.8	9.97	1,206.0
1999	86	15.5	8.88	764.1
<b>Total</b>	<b>554</b>		<b>9.35 hours</b>	<b>5,181.7 hours</b>

**Table 5c. Sitka: Bedspace Utilization, Assault 4 Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	48	11.1 %	65.88 hours	3,162.5 hours
1994	56	12.9	47.47	2,658.5
1995	50	11.5	55.84	2,792.0
1996	55	12.7	75.32	4,142.8
1997	66	15.2	57.60	3,801.4
1998	86	19.8	72.96	6,274.6
1999	73	16.8	72.86	6,318.6
<b>Total</b>	<b>434</b>		<b>64.86 hours</b>	<b>29,150.2 hours</b>

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## Unalaska Jail Profile

The city of Unalaska is on Unalaska Island on the Aleutian Chain. The city overlooks Dutch Harbor, which is the highest volume seafood port in the United States. Unalaska and its neighboring Amaknak Island had Native settlements as long ago as 1759. The site had become an important fur-trading port for Russia by 1768. Many of the Aleut people were relocated as slaves to the Pribilof Islands to work the fur seal harvest there. When Unalaska was attacked by the Japanese in 1942, almost all of the Aleuts on the island were evacuated and interned in southeast Alaska.

Today Unalaska is a city with a population of approximately 4300. It is primarily a non-Native city, although Alaska Natives make up about 8.5 per cent of the population. Its economy is tied to its strategic position in the midst of a rich fishing area and the large harbor which serves as a natural haven for fishing vessels and is based on commercial fishing, fish processing, and fishing industry services. Nonresident workers are brought into the city during the peak fishing season and may have an impact on the jail population.

The jail which serves this community has four cells and ten beds. During the seven years under study the jail experienced 2,439 admissions; only 5.7 percent of these were attributed to females. This is the smallest proportion of females of any of the jails in the consortium. The data were all based on admission events so little person-based analysis could be done. However, we could compute the number of persons involved in the admissions. The 2,439 admissions were accumulated by 1,467 people, 1,375 of whom were male (93.7%). The mean number of admissions per person was 1.66.

Just fewer than four per cent of the admittees were admitted five or more times (N=57), but this small percentage accumulated nearly twenty percent of all admission events (N=510). The record for admissions was 28, four per year.

In order to determine the reasons for their admissions to the jail the charges at admission to the jail were loosely categorized as offenses against persons, offenses against property, offenses against the public order, and "other" charges. Charges related to persons and property are essentially self-explanatory. We included protective custody holds, DWIs and traffic offenses along with drug offenses and some other mainly alcohol related charges in the public order

**Table 1. Unalaska Admissions by Gender, 1993-1999**  
Row percentages

	Gender associated with admission events				Total events
	Female		Male		
	Number	Percent	Number	Percent	
1993	26	6.0 %	408	94.0 %	434
1994	16	4.3	357	95.7	373
1995	17	4.7	344	95.3	361
1996	21	5.9	336	94.1	357
1997	25	7.3	318	92.7	343
1998	22	6.5	317	93.5	339
1999	11	4.7	221	95.3	232
Total events	138	5.7 %	2,301	94.3 %	2,439
Total Individuals	92	6.3 %	1,375	93.7 %	1,467

**Table 2. Unalaska: Charge Category by Year of Admission, 1993-1999**

Row percentages

	<b>Person</b>		<b>Property</b>		<b>Public order</b>		<b>Other</b>		<b>Total</b>
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
1993	45	10.4 %	52	12.0 %	129	29.7 %	208	47.9 %	434
1994	34	9.1	34	9.1	102	27.3	203	54.4	373
1995	42	11.6	32	8.9	103	28.5	184	51.0	361
1996	50	14.0	37	10.4	83	23.2	187	52.4	357
1997	54	15.7	51	14.9	77	22.4	161	46.9	343
1998	70	20.6	38	11.2	84	24.8	147	43.4	339
1999	33	14.2	27	11.6	64	27.6	108	46.6	232
<b>Total</b>	<b>328</b>	<b>13.4 %</b>	<b>271</b>	<b>11.1 %</b>	<b>642</b>	<b>26.3 %</b>	<b>1,198</b>	<b>49.1 %</b>	<b>2,439</b>

category. The “other” category contains behaviors which could not be defined; for example many jail admissions were tied to arrest warrants with no reason specified or to violations of conditions of conduct.

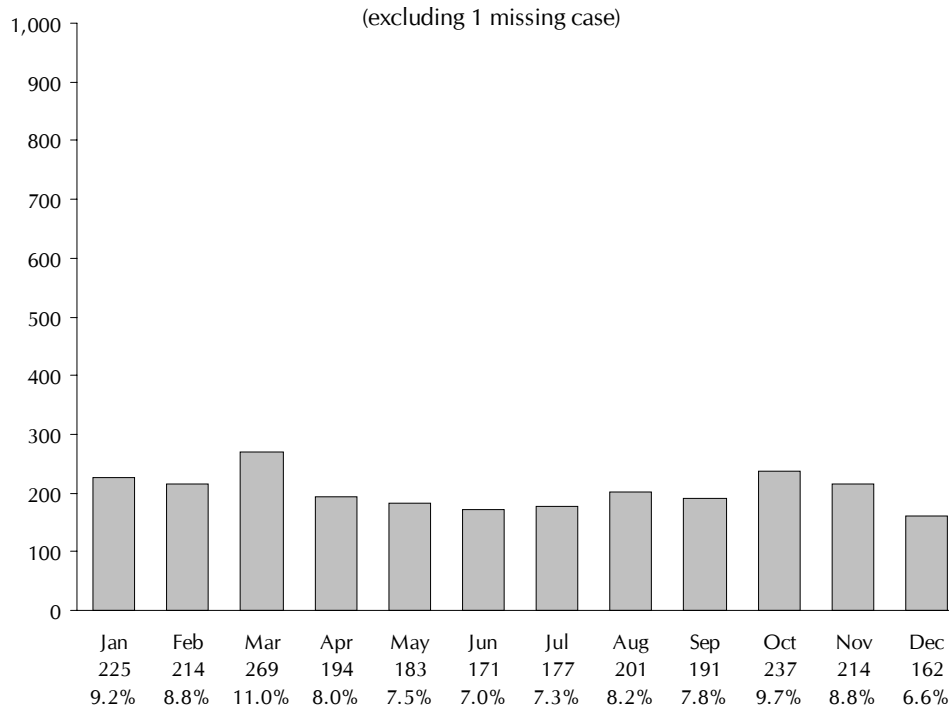
The smallest category of admission charges to the Unalaska jail was property crime (see Table 2). Although property crimes are numerous and may involve many arrests, perpetrators are usually not detained. Of the 271 admissions to the Unalaska jail for property crimes the largest number of admissions for a specific offense was for criminal trespass (N=114).

There were 735 admissions to the Unalaska jail for arrest warrants which helped to make the “Other” category the largest. Offenses against the public order were the second largest category

**Figure 1. Unalaska Admissions by Month, 1993-1999**

Total admissions = 2,438

(excluding 1 missing case)



and within this group there were more DWI charges than any other type (N=377). There were only 328 admissions where the charge was a crime against persons. Most of these (N=308) were assaults (93.9%), and most of the assaults were assaults in the fourth degree—a misdemeanor (N=269).

We examined charge categories by year to assess patterns over time (Table 2). The total number of admissions declined every year, with the biggest drop between 1998 and 1999. A similar pattern is evident in the public order category and the “other” category. Charges in the violent category didn’t follow the dominant pattern, but the numbers in this category were too small to have an impact on the total.

Although yearly (or periodic) analysis of the data is interesting, it is especially useful to assess seasonal trends. We examined jail admission by month to see if the seasons had an impact on the jail population (Figure 1). We used aggregate data for this assessment. The Unalaska jail differed from the other community jails in this arena as well as in gender distribution. For most other jails the summer months were the busiest; in Unalaska the busiest month was March and the least busy months were December, June and July. It may be that full employment and time away from the city on floating fish processors leave little time for deviance.

Daily variations were also of interest (Table 3). We assumed that the jail would be busiest on weekends and our analysis found the outcome was as predicted—Friday had the most admissions (N=415) followed by Saturdays with 389. But Tuesdays saw nearly as many admissions as Saturdays (N=387). Mondays were the least busy days by a considerable amount; during the seven-year period there were 250 admissions on Mondays.

We also examined admissions by time of day to determine when the jail was at its busiest (Table 4). For this analysis we divided the day into eight three-hour blocks: midnight to 3:00 A.M., 3:00 to 6:00 A.M., 6:00 to 9:00 A.M., etc. For Unalaska the busiest time period was between midnight and 3:00 A.M. when 508 admissions occurred. The slowest time period was 6:00 to 9:00 in the morning, with 128 admissions.

An effort was also made to examine admission times for selected charges. For this analysis

**Table 4. Unalaska Admissions by Time of Day, 1993-1999**

	Number	Percent
Midnight to 3:00 AM	508	20.8 %
3:00 to 6:00 AM	346	14.2
6:00 to 9:00 AM	128	5.3
9:00 AM to Noon	212	8.7
Noon to 3:00 PM	270	11.1
3:00 to 6:00 PM	343	14.1
6:00 to 9:00 PM	331	13.6
9:00 PM to midnight	300	12.3
<b>Total events</b>	<b>2,438</b>	

**Table 3. Unalaska Admissions by Day of Week, 1993-1999**

	Number	Percent
Sunday	357	14.6 %
Monday	250	10.3
Tuesday	387	15.9
Wednesday	321	13.2
Thursday	319	13.1
Friday	415	17.0
Saturday	389	16.0
<b>Total events</b>	<b>2,438</b>	

we selected the most numerous charge within each category excluding the property crime category, which had no single charge with sufficient numbers for analysis. The 735 warrant arrests were most likely to enter the jail on Fridays and Saturdays; there were 122 admission for warrant arrests on each day. These were most likely to enter the jail in the afternoon; there were 136 arrest warrant admissions between 3:00 and 6:00 P.M. and 125 between noon and 3:00 P.M. Warrant admissions are tied to when warrants are issued and when they are served.

The second most common reason for admission to

the Unalaska jail was for DWI (N=377). The jail was most likely to admit DWI offenders on Sundays (N=81) and least likely to admit them on Mondays. The busiest time period was between midnight and 3:00 in the morning (N=150) and between 3:00 and 6:00 A.M. We should note that DWI admissions include both persons brought in at the time of the offense and persons entering the jail to serve mandatory three or twenty-day sentences.

We also examined assault in the fourth degree as an indicator of jail resources expended on crimes against persons. We assumed that these assaults would tend to be on weekends and during “drinking hours.” In Unalaska they were most likely to be admitted on Sundays (N=49) and least likely on Wednesdays. The busiest time period for admission to the jail was between midnight and 3:00 A.M. (N=62) and between three and six A.M. The single busiest time was Sunday morning between 3:00 and 6:00 A.M. (N=17).

Assault in the fourth degree is frequently charged in domestic violence cases, so we also examined admissions associated with domestic violence. The billing sheets from which the data for this project were computerized include a column to be ticked when a charge is associated with domestic violence. Not all assault admissions were ticked, while all admissions for charges such as violating a restraining order were; however, assaults were 75.3 percent of all domestic violence related admission charges. A large proportion of the fourth degree assault admissions (37.2%) were ticked as domestic violence (N=100).

We should note that the domestic violence data are particularly subject to error both at the source and in data entry. The accuracy of these data depends on the degree to which jail personnel are aware of the circumstances surrounding the charge and the care with which the data are transcribed to the billing sheets. Human error at the computer entry stage may compound the accuracy problem. Nevertheless this information does seem to shed some light on jail resource utilization.

The primary measure of how jail resources are used is tied to the amount of time people spend in the jail. Every admission requires staff time even those released soon after booking, but those confined for several hours (or days or weeks) consume extensive amounts of staff time and other resources as well. Length of stay was computed in hours from the admission and release times on the billing sheets.

There were six events on the Unalaska billing sheets for which there was no release information. For the remainder the mean length of stay was 80.876 hours. The means by year are displayed in Table 5.

Table 5. Unalaska: Bedspace Utilization, 1993-1999					
All admissions					
	Admissions		Hours in custody		
	Number	% of total	Mean duration	Sum	
By offense					
Warrant	734	30.2 %	63.23 hours	46,409.7 hours	
DWI	376	15.5	27.29	10,260.2	
Assault 4	268	11.0	125.04	33,510.2	
By year					
1993	433	17.8 %	52.71 hours	22,825.0 hours	
1994	373	15.3	72.91	27,194.6	
1995	359	14.8	78.25	28,091.8	
1996	356	14.6	94.81	33,751.8	
1997	343	14.1	83.18	28,531.0	
1998	338	13.9	92.13	31,140.7	
1999	231	9.5	109.25	25,236.8	
Total	2,433		80.88 hours	196,771.6 hours	

The average was highest in 1999 (109.250 hours), and lowest in 1993 (52.714 hours). We examined length of stay for warrants, assaults and DWIs also. The mean length of stay on a DWI charge was highest in 1998 (40.705 hours). The year with the most admissions, 1993, had the second lowest average length of stay. DWI admissions include both persons taken into custody at the time of the offense to prevent them from driving and persons serving DWI sentences. In Alaska there is a mandatory three-day sentence for the first DWI offense and a mandatory 20 days for the second.

Fourth degree assault admissions averaged 125.038 hours in duration. Although there were fewer of them than DWIs, they consumed more total jail time, 33,510 hours compared to 10,260. Warrant arrests consumed the largest amount of jail resources when measured in total jail hours. Though their length of stay averaged less than three days (63.229 hours), they consumed a total of 46,409.68 hours of jail time over the seven-year period. This is the equivalent of five and a half years of jail time.

The Unalaska jail is very busy. Admissions to the jail are most likely to be based on warrants. Public order offenses, particularly driving while intoxicated, are the second largest reason for jail admission. The Unalaska jail has the lowest proportion of female admittees of any community jail in Alaska. The jail has a few problem residents who appear over and over again in the billing sheets. Unalaska does not enter on the billing sheets inebriates brought into the jail for their own protection. If they did, their numbers would probably be considerably higher.

**Table 5a. Unalaska: Bedspace Utilization, Warrant Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	125	17.0 %	36.14 hours	4,517.5 hours
1994	132	18.0	60.53	7,990.1
1995	132	18.0	68.80	9,081.5
1996	131	17.8	81.18	10,634.5
1997	111	15.1	62.94	6,986.3
1998	73	9.9	72.22	5,272.0
1999	30	4.1	64.26	1,927.7
<b>Total</b>	<b>734</b>		<b>63.23 hours</b>	<b>46,409.7 hours</b>

**Table 5b. Unalaska: Bedspace Utilization, DWI Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	80	21.3 %	22.83 hours	1,826.4 hours
1994	67	17.8	19.86	1,330.6
1995	50	13.3	26.08	1,304.2
1996	43	11.4	30.12	1,295.4
1997	48	12.8	30.65	1,471.4
1998	52	13.8	40.71	2,116.7
1999	36	9.6	25.43	915.6
<b>Total</b>	<b>376</b>		<b>27.29 hours</b>	<b>10,260.2 hours</b>

**Table 5c. Unalaska: Bedspace Utilization, Assault 4 Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	36	13.4 %	62.49 hours	2,249.8 hours
1994	25	9.3	100.56	2,514.1
1995	35	13.1	131.06	4,587.2
1996	41	15.3	182.54	7,484.0
1997	46	17.2	100.20	4,609.3
1998	61	22.8	135.64	8,274.2
1999	24	9.0	157.98	3,791.6
<b>Total</b>	<b>268</b>		<b>125.04 hours</b>	<b>33,510.2 hours</b>

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## Valdez Jail Profile

The Valdez community jail serves a city on Prince William Sound. Valdez is the southern terminus of the Alaska Pipeline. Its deep water port sees major traffic in oil tankers and it is also an important stop for cruise ships and a center for commercial fishing. The port was named in 1790 for a celebrated Spanish naval officer. This ice-free port became a center for entry to the Klondike during the gold rush. The town was destroyed by tsunamis during the 1964 earthquake and was rebuilt some miles to the west of the original site. Today Valdez is a thriving city with a large and diverse tax base tied to the oil service industry, transportation services, the fishing industry and tourism. It is on the road system and the Alaska Marine Highway.

The jail in Valdez contains four cells and fourteen beds. During the seven years of data collection the jail logged in 2,155 admissions (Table 1), 84.9 percent of which were associated with males. The data were event-based so people-based analysis is difficult. Nevertheless we computed that the 2,155 admissions were accumulated by 1,241 persons for a mean number of admissions per person of 1.74. In fact, nearly two-thirds of the people appeared only once in the seven-year data set. Just over five percent appeared five or more times (N=64), but this small percentage were responsible for twenty per cent of all admissions (N=438). Eleven people appeared ten or more times.

In order to determine the reasons for their admissions to the jail the charges at admission to the jail were loosely categorized as offenses against persons, offenses against property, offenses against the public order, and “other” charges. Charges related to persons and property are essentially self-explanatory. We included protective custody holds, DWIs and traffic offenses along with drug offenses and some other mainly alcohol related charges in the public order category which includes more than half of all of the 697 charges. The “other” category contains behaviors which could not be defined; for example, many jail admissions were tied to arrest warrants with no reason specified.

The smallest category of admission charges in Valdez was property crime (see Table 2). Although property crimes are numerous and may involve many arrests, perpetrators are usually not detained. Of the 133 admissions to the Valdez jail for property crimes, the largest number of admissions for a specific offense was for theft, including concealment of merchan-

**Table 1. Valdez Admissions by Gender, 1993-1999**

Row percentages

	Gender associated with admission events				Total events
	Female		Male		
	Number	Percent	Number	Percent	
1993	57	17.8 %	264	82.2 %	321
1994	39	12.3	279	87.7	318
1995	35	12.6	242	87.4	277
1996	31	11.8	231	88.2	262
1997	46	15.9	244	84.1	290
1998	64	17.0	312	83.0	376
1999	53	17.0	259	83.0	312
Total events	325	15.1 %	1,831	84.9 %	2,156
Total Individuals	199	16.0 %	1,042	84.0 %	1,241

**Table 2. Valdez: Charge Category by Year of Admission, 1993-1999**

Row percentages

	<b>Person</b>		<b>Property</b>		<b>Public order</b>		<b>Other</b>		<b>Total</b>
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
1993	19	5.9 %	18	5.6 %	102	31.8 %	182	56.7 %	321
1994	13	4.1	17	5.3	67	21.1	221	69.5	318
1995	18	6.5	12	4.3	64	23.1	183	66.1	277
1996	19	7.3	30	11.5	69	26.3	144	55.0	262
1997	30	10.3	18	6.2	89	30.7	153	52.8	290
1998	33	8.8	19	5.1	122	32.4	202	53.7	376
1999	28	9.0	19	6.1	37	11.9	228	73.1	312
<b>Total</b>	<b>160</b>	<b>7.4 %</b>	<b>133</b>	<b>6.2 %</b>	<b>550</b>	<b>25.5 %</b>	<b>1,313</b>	<b>60.9 %</b>	<b>2,156</b>

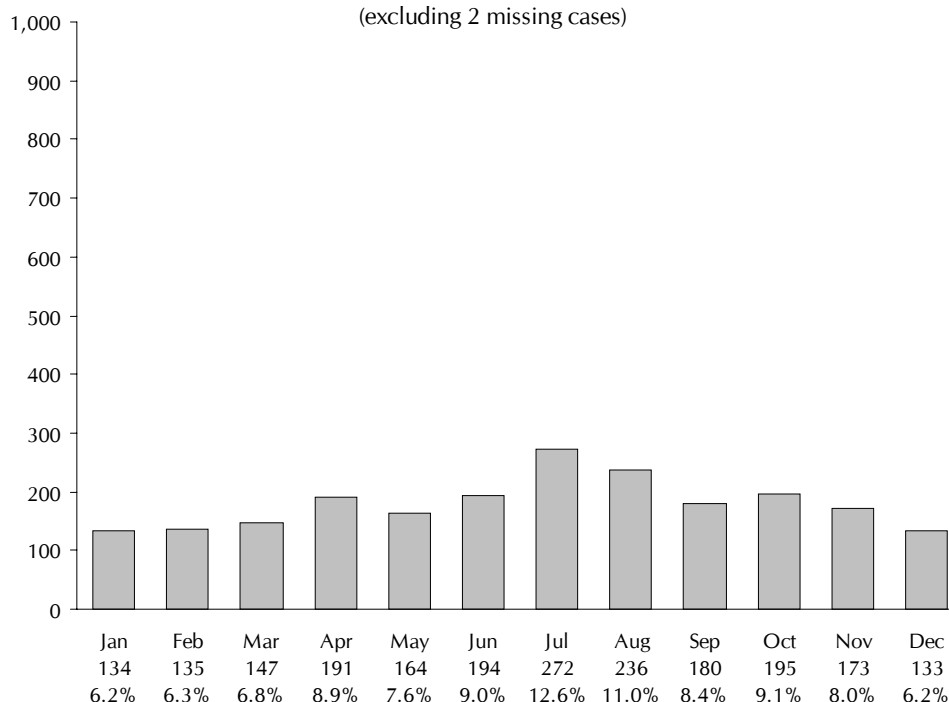
dise (N=54). The largest category was the “other” category; the largest categories within it were warrant arrest (N=613) and admissions to serve a sentence (N=533). The public order crime category was dominated by charges of driving while intoxicated (N=305).

There were 160 admissions to the Valdez jail for crimes against persons. Most of these (N=152) were assaults (95.0%) and most of the assault admissions (76.3%) were for assault in the fourth degree—a misdemeanor (N=116).

We examined charge categories by year to assess patterns over time (Table 2). There is variance in the total number of admissions from year to year, but they show little pattern. The busiest year for the jail was 1998 followed by 1993. Except for 1998 the differences were not extreme. The

**Figure 1. Valdez Admissions by Month, 1993-1999**

Total admissions = 2,154  
(excluding 2 missing cases)





lowest admission year, 1996, was just 60 admissions different from the second highest year. Violent offenses grew steadily from 1994 until 1999 when they showed their first decrease. These numbers are so small that it isn't possible to draw definite conclusions.

Although yearly (or periodic) analysis of the data is interesting, it is especially useful to assess seasonal trends. We examined jail admission by month to see if the seasons had an impact on the jail population. We used aggregate data for this assessment. It is clear from Figure 1 that the Valdez jail is busier in late summer than at any other time. July was the busiest month, with 272 admissions, followed by August with 236. Together these two months saw 23.5 per cent of all admissions for the year. The fewest admissions occurred in December and January; these two months together had fewer admissions than July.

Daily variations were also of interest (Table 3). We assumed that the jail would be busiest on weekends but when the data were examined by day of the week the outcome was not quite as predicted—Friday had the most admissions (N=379), but Monday had the next highest number of admissions (N=335). The remaining days were fairly constant; only sixty admissions separated Sunday, the day with the fewest admissions, from Saturday the day with the third highest number. The large number of Monday admissions might be connected to the large number of admissions on warrants or to serve sentences. Warrants may be issued (and served) early in the week and sentences may begin on Mondays or, if weekend jail time is a possibility, on Fridays. An examination of these two charges showed that persons serving time were most likely to enter the jail on Fridays (N=111) and Mondays (N=108). Admissions on warrants were most likely to occur on Thursdays (N=105) and Fridays (N=103).

In order to assess admissions by time of day (Table 4), the day was divided into eight three-hour blocks: midnight to 3:00 A.M., 3:00 to 6:00 A.M., 6:00 to 9:00 A.M., etc. For Valdez the busiest time period was 3:00 to 6:00 P.M. when there were 333 admissions during the seven years of data collection. The next busiest was nearly the same; between midnight and 3:00 A.M. there were 329 admissions. The slowest time period was in early the morning—6:00 to 9:00 A.M.

We also examined admission times for selected charges within the categories: warrant arrest, serving time, DWI, and assault in the fourth degree. We have already noted that warrant arrests were most likely to occur on Thursdays and Fridays. The busiest time of day for warrant admissions was 3:00 to 6:00 P.M. (N=140). There were 93 admissions in the early afternoon (12:00-3:00 P.M.). Admissions to serve time were most likely to occur on Fridays and Mondays. The busiest time periods were 3:00

**Table 3. Valdez Admissions by Day of Week, 1993-1999**

	Number	Percent
Sunday	258	12.0 %
Monday	335	15.6
Tuesday	284	13.2
Wednesday	294	13.6
Thursday	298	13.8
Friday	379	17.6
Saturday	306	14.2
<b>Total events</b>	<b>2,154</b>	

**Table 4. Valdez Admissions by Time of Day, 1993-1999**

	Number	Percent
Midnight to 3:00 AM	329	15.3 %
3:00 to 6:00 AM	198	9.2
6:00 to 9:00 AM	137	6.4
9:00 AM to Noon	256	11.9
Noon to 3:00 PM	298	13.8
3:00 to 6:00 PM	333	15.5
6:00 to 9:00 PM	295	13.7
9:00 PM to midnight	308	14.3
<b>Total events</b>	<b>2,154</b>	

to 6:00 P.M. and 9:00 A.M. to noon.

Entry into the jail on charges of DWI were most likely to occur on weekends. There were 63 admissions on Saturdays and 53 on Sundays. The busiest time periods were midnight to 3:00 A.M. (N=103) and 3:00 to 6:00 A.M. (N=84).

In the violent crime category we reviewed the data for assault in the fourth degree, expecting that these were most likely to occur on weekends as well. There were more admissions on Sunday than on any other day of the week (N=25) and nearly as many on Saturday (N=22).

Assault in the fourth degree is frequently charged in domestic violence cases so we also examined admissions associated with domestic violence. The billing sheets from which the data for this project were computerized include a column to be ticked when a charge is associated with domestic violence. Not all assault admissions were ticked, while all admissions on charges such as violating a restraining order were; however, we found that almost 76 percent of the assault admissions were ticked as domestic violence (N=61). Of these, 53 were assault in the fourth degree.

We should note that the domestic violence data are particularly subject to error both at the source and in data entry. The accuracy of these data depends on the degree to which jail personnel are aware of the circumstances surrounding the charge and the care with which the data are transcribed to the billing sheets. Human error at the computer entry stage may compound the accuracy problem. Nevertheless, this information does seem to shed some light on jail resource utilization.

The primary measure of how jail resources are used is tied to the amount of time people spend in the jail. Every admission requires staff time, even for those released soon after booking, but those confined for several hours (or days or weeks) consume extensive amounts of staff time and other resources as well. Length of stay was computed in hours from the admission and release times on the billing sheets. There were 33 events on the Valdez billing sheets which had no release information. For the remainder the mean length of stay was 113.957 hours. The means are displayed in Table 5. The average was highest in 1999 and lowest in 1993.

We examined length of stay for the selected charges noted above: warrant arrests, serving sentences, DWI, and assault in the fourth degree. The mean length of stay was longest for those who were serving a sentence; that mean was 199.165 hours. The highest mean was in 1999, the lowest in 1993. Altogether admissions to serve sentences consumed 104,561.73 hours

**Table 5. Valdez: Bedspace Utilization, 1993-1999**

All admissions				
	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
<b>By offense</b>				
Warrant	608	28.7 %	69.55 hours	42,286.7 hours
Serve time	525	24.7	199.17	104,561.7
DWI	299	14.1	39.80	11,900.9
Assault 4	114	5.4	83.32	9,498.1
<b>By year</b>				
1993	320	15.1 %	89.12 hours	28,519.1 hours
1994	306	14.4	105.48	32,278.3
1995	276	13.0	118.95	32,831.4
1996	254	12.0	105.87	26,890.2
1997	282	13.3	115.89	32,680.7
1998	375	17.7	116.05	43,520.2
1999	309	14.6	145.94	45,096.0
<b>Total</b>	<b>2,122</b>		<b>113.96 hours</b>	<b>241,815.9 hours</b>

**Table 5a. Valdez: Bedspace Utilization, Warrant Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	75	12.3 %	31.44 hours	2,357.8 hours
1994	112	18.4	70.18	7,859.7
1995	98	16.1	63.28	6,201.6
1996	79	13.0	65.20	5,150.9
1997	64	10.5	99.10	6,342.2
1998	95	15.6	65.70	6,241.8
1999	85	14.0	95.68	8,132.6
<b>Total</b>	<b>608</b>		<b>69.55 hours</b>	<b>42,286.6 hours</b>

**Table 5b. Valdez: Bedspace Utilization, Admissions to Serve Time by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	85	16.2 %	175.20 hours	14,891.9 hours
1994	78	14.9	222.74	17,374.0
1995	71	13.5	267.92	19,022.7
1996	56	10.7	196.95	11,028.9
1997	75	14.3	162.82	12,211.6
1998	95	18.1	196.32	18,650.8
1999	65	12.4	175.11	11,382.0
<b>Total</b>	<b>525</b>		<b>199.17 hours</b>	<b>104,561.7 hours</b>

**Table 5c. Valdez: Bedspace Utilization, DWI Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	36	12.0 %	55.89 hours	2,012.1 hours
1994	34	11.4	10.08	342.7
1995	35	11.7	13.47	471.6
1996	33	11.0	24.14	796.6
1997	47	15.7	20.47	962.2
1998	64	21.4	61.60	3,942.1
1999	50	16.7	67.47	3,373.7
<b>Total</b>	<b>299</b>		<b>39.80 hours</b>	<b>11,900.9 hours</b>

**Table 5d. Valdez: Bedspace Utilization, Assault 4 Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	12	10.5 %	62.53 hours	750.3 hours
1994	12	10.5	87.52	1,050.2
1995	11	9.6	23.60	259.7
1996	9	7.9	111.76	1,005.8
1997	21	18.4	133.65	2,806.6
1998	29	25.4	85.27	2,472.8
1999	20	17.5	57.64	1,152.8
<b>Total</b>	<b>114</b>		<b>83.32 hours</b>	<b>9,498.1 hours</b>

over the seven-year period. Warrant arrests consumed considerably less jail time. The mean was 69.550, the total 42,286.65 hours.

The mean length of stay on a DWI charge was 39.802 hours. Yearly means ranged from a high in 1999 of 67.473 hours to a low of 10.078 hours in 1994. These numbers are not related to the number of DWI admissions, since 1998 had more admissions than 1999 and 1996 fewer than 1994. We should note that admissions on charges of DWI include both persons taken into custody at the time of the offense to prevent them from driving and persons serving DWI sentences. In Alaska there is a mandatory three-day sentence for the first DWI offense and a mandatory 20 days for the second. There was a column on the billing sheets which was to be ticked if the admission was tied to a sentence, but our examination of this variable showed that only fifteen DWI admissions were ticked as serving a sentence.

The Valdez jail is very small but is quite busy. Admissions to the jail are most likely to be based on non-specified warrants and/or to serve a sentence. Valdez does not appear to be a particularly violent town; offenses which are classified as violent are fewer than eight percent of all admission reasons.

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## Wrangell Jail Profile

The Wrangell jail is a member of the Alaska Community Jails Research Consortium. It serves the city of Wrangell, which lies on the northern tip of Wrangell Island in Southeast Alaska. Wrangell began as a Russian fur trading center when Russians started trading with Tlingits from the area in 1811. A stockade was built there in 1834 and was leased by the Hudson's Bay Company in 1840. When furs were depleted, the fort closed but it remained under the British flag until the American purchase of Alaska. Wrangell became a center for mining supplies during the gold rush period and for miner socialization as well, with gambling halls and dance halls to attract them.

Today Wrangell is a primarily non-Native community: approximately 20 percent of the estimated population of 2,590 is Alaska Native. Fishing and timber are mainstays of the Wrangell economy, although some new interest in gold mining is expected to renew the town's role as an outfitter for mining activities. The closure of the Alaska Pulp Mill in 1994 caused considerable economic hardship.

The Wrangell jail has five cells and twelve beds. During the seven years of data collection the jail experienced 1,611 admissions (Table 1). Nearly 16 percent of these admissions were associated with females (N=254), and when the admission-based data were computed for people, the percentage was more than 16 percent. There were 151 women and 759 men admitted to the jail for a total of 910. These 910 individuals averaged 1.77 admissions per person, but most of them experienced only one admission (N=620). A small percentage (6.6%) were admitted five or more times during the seven years, but this small group was responsible for 26.2 per cent of all admissions (N=422).

In order to determine the reasons for their admissions the charges at admission to the jail were loosely categorized as offenses against persons, offenses against property, offenses against the public order, and "other" charges. Charges related to persons and property are essentially self-explanatory. We included protective custody holds, DWIs and traffic offenses along with drug offenses and some other mainly alcohol related charges in the public order category. The "other" category contains behaviors which could not be defined; for example, many jail admissions were tied to arrest warrants with no reason specified.

The smallest category of admission charges in Wrangell was property crime (see Table 2). Although property crimes

**Table 1. Wrangell Admissions by Gender, 1993-1999**  
Row percentages

	Gender associated with admission events				Total events
	Female		Male		
	Number	Percent	Number	Percent	
1993	34	14.2 %	206	85.8 %	240
1994	53	17.0	259	83.0	312
1995	30	16.6	151	83.4	181
1996	32	16.1	167	83.9	199
1997	35	16.1	182	83.9	217
1998	29	13.3	189	86.7	218
1999	41	16.8	203	83.2	244
Total events	254	15.8 %	1,357	84.2 %	1,611
Total Individuals	151	16.6	759	83.4	910

**Table 2. Wrangell: Charge Category by Year of Admission, 1993-1999**

Row percentages. Excludes 3 missing cases.

	Person		Property		Public order		Other		Total
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
1993	44	18.3 %	22	9.2 %	152	63.3 %	22	9.2 %	240
1994	62	19.9	22	7.1	189	60.6	39	12.5	312
1995	33	18.2	14	7.7	95	52.5	39	21.5	181
1996	29	14.6	19	9.5	99	49.7	52	26.1	199
1997	27	12.4	15	6.9	62	28.6	113	52.1	217
1998	55	25.2	17	7.8	96	44.0	50	22.9	218
1999	52	21.3	17	7.0	114	46.7	61	25.0	244
<b>Total</b>	<b>302</b>	<b>18.7 %</b>	<b>126</b>	<b>7.8 %</b>	<b>807</b>	<b>50.1 %</b>	<b>376</b>	<b>23.3 %</b>	<b>1,611</b>

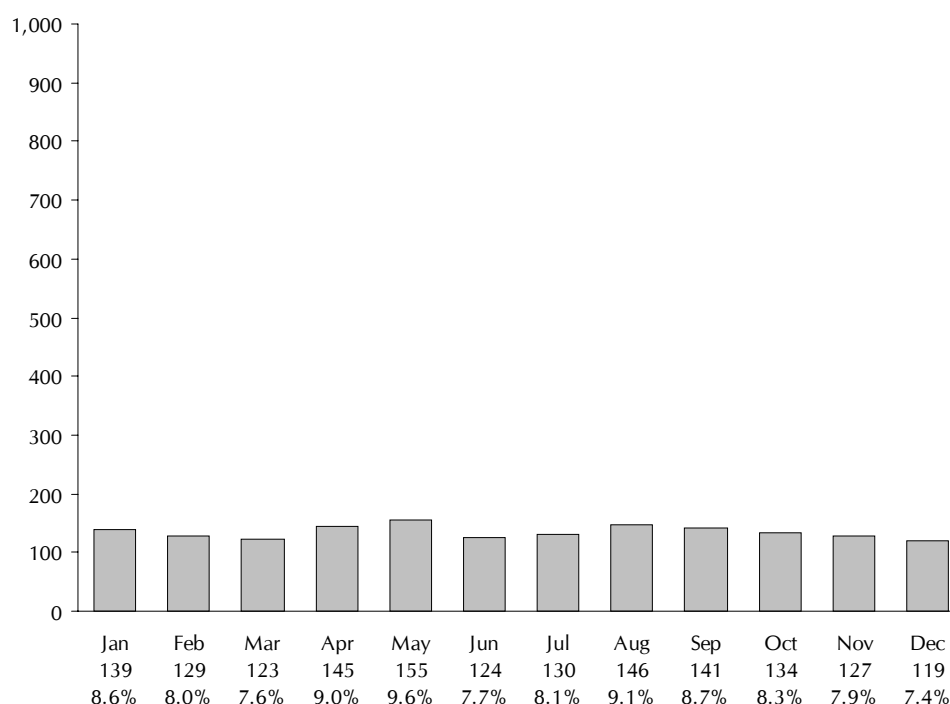
are numerous and may involve many arrests, perpetrators are usually not detained. The largest category was the public order category, and within it the largest number of admissions was for driving while intoxicated (DWI). The “other” category was dominated by admissions on arrest warrants where no reason for the warrant was specified

There were 303 admissions to the Wrangell jail for crimes against persons. Most of these (N=278) were assaults (91.7%) and most of the assault admissions (82.1%) were for assault in the fourth degree—a misdemeanor (N=249).

We examined these charge categories by year to assess patterns over time (Table 2). There is variance in the total number of admissions from year to year, but these variations show little pattern.

**Figure 1. Wrangell Admissions by Month, 1993-1999**

Total admissions = 1,612



The busiest year for the jail was 1994, followed by 1999. Violent offenses were as erratic as the rest, with highs in 1994 and 1998 and lows in 1997 and 1996. These numbers are so small that it isn't possible to draw any definite conclusions.

Although yearly (or periodic) analysis of the data is interesting, it is especially useful to assess seasonal trends. We examined jail admission by month to see if the seasons had an impact on the jail population. We used aggregate data for this assessment. Figure 1 shows us that the Wrangell jail has a fairly stable admission rate. May had the most admissions with 155, but August had only nine fewer and April one fewer than that. December was the quietest month with only 119 admissions for the years under study, but this was only 36 admissions fewer than the May high.

Daily variations were also of interest (Table 3). We assumed that the jail would be busiest on weekends and when the data were examined by day of the week the outcome was not quite as predicted—Friday had the most admissions (N=352), but the next highest number of admissions occurred on Wednesdays with 263 admissions. Sunday was the quietest day for the Wrangell jail (N=177).

In order to assess admissions by time of day (Table 4), the day was divided into eight three-hour blocks: midnight to 3:00 A.M., 3:00 to 6:00 A.M., 6:00 to 9:00 A.M., etc. For Wrangell the busiest time period was 9:00 A.M. to noon, when there were 498 admissions during the seven years of data collection. The second busiest time period saw fewer than half of that number: there were 232 admissions between 6:00 and 9:00 P.M.

We also examined admission times for selected charges—DWI and assault in the fourth degree. Entry into the jail on charges of DWI were most likely to occur on Fridays (N=90) and on Wednesdays (N=63) and during the period from 9:00 A.M. to noon. DWI admissions include both persons taken into custody at the time of arrest to prevent them from driving and persons serving mandatory three-day or 20-day sentences. The morning admissions may involve admission to serve a sentence. There is a column on the billing sheets which may be ticked when an admission is to serve a

**Table 4. Wrangell Admissions by Time of Day, 1993-1999**

	Number	Percent
Midnight to 3:00 AM	160	9.9 %
3:00 to 6:00 AM	83	5.1
6:00 to 9:00 AM	109	6.8
9:00 AM to Noon	498	30.9
Noon to 3:00 PM	138	8.6
3:00 to 6:00 PM	214	13.3
6:00 to 9:00 PM	232	14.4
9:00 PM to midnight	178	11.0
<b>Total events</b>	<b>1,612</b>	

**Table 3. Wrangell Admissions by Day of Week, 1993-1999**

	Number	Percent
Sunday	177	11.0 %
Monday	178	11.0
Tuesday	241	15.0
Wednesday	263	16.3
Thursday	202	12.5
Friday	352	21.8
Saturday	199	12.3
<b>Total events</b>	<b>1,612</b>	

sentence. While some jails do not tick this column frequently, Wrangell seems to have been one of the careful ones. The sentenced column was ticked for 247 DWI admissions (61.0%). When examined for time of day, 109 of these admissions appeared in the 9:00 A.M. to noon period (44.1%).

In the violent crime category we reviewed the data for assault in the fourth degree expecting that these were most likely to occur on weekends as well. There were more admissions on Fridays than on any other day of the week (N=59). Admissions for the remaining days were fairly

**Table 5. Wrangell: Bedspace Utilization, 1993-1999**

All admissions

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
<b>By offense</b>				
DWI	403	25.1 %	147.55 hours	59,462.0 hours
Assault 4	249	15.5	160.67	39,960.4
<b>By year</b>				
1993	240	15.0 %	135.50 hours	32,519.3 hours
1994	312	19.5	176.64	55,113.2
1995	180	11.2	162.41	29,233.0
1996	199	12.4	153.32	30,510.5
1997	213	13.3	172.95	36,838.3
1998	218	13.6	185.04	40,338.0
1999	241	15.0	149.76	36,091.1
<b>Total</b>	<b>1,603</b>		<b>162.60 hours</b>	<b>260,643.3 hours</b>

evenly distributed; Thursday had the fewest admissions (N=28) and Saturday the most (N=35)—an insignificant difference.

Assault in the fourth degree is frequently charged in domestic violence cases so we also examined admissions associated with domestic violence. The billing sheets from which the data for this project were computerized include a column to be ticked when a charge is associated with

domestic violence. Note all assault admissions were ticked, while all admissions on charges such as violating a restraining order were; however, of 125 admissions ticked as domestic violence, 104 were assault in the fourth degree (83%).

We should note that the domestic violence data are particularly subject to error both at the source and in data entry. The accuracy of these data depends on the degree to which jail personnel are aware of the circumstances surrounding the charge and the care with which the data are transcribed to the billing sheets. Human error at the computer entry stage may compound the accuracy problem. Nevertheless, this information does seem to shed some light on jail resource utilization.

The primary measure of how jail resources are used is tied to the amount of time people spend in the jail. Every admission requires staff time, even for those released soon after booking, but those confined for several hours (or days or weeks) consume extensive amounts of staff time and other resources as well. Length of stay was computed in hours from the admission and release times on the billing sheets. There were eight events on the

**Table 5a. Wrangell: Bedspace Utilization, DWI Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	83	20.6 %	144.39 hours	11,984.2 hours
1994	91	22.6	165.42	15,052.9
1995	45	11.2	153.96	6,928.3
1996	50	12.4	180.31	9,015.3
1997	27	6.7	100.76	2,720.5
1998	47	11.7	149.65	7,033.4
1999	60	14.9	112.13	6,727.5
<b>Total</b>	<b>403</b>		<b>147.55 hours</b>	<b>59,462.0 hours</b>

**Table 5b. Wrangell: Bedspace Utilization, Assault 4 Admissions by Year, 1993-1999**

	Admissions		Hours in custody	
	Number	% of total	Mean duration	Sum
1993	39	15.7 %	103.03 hours	4,018.2 hours
1994	52	21.0	183.02	9,516.8
1995	30	12.1	159.98	4,799.4
1996	22	8.9	152.36	3,351.9
1997	18	7.3	110.62	1,991.1
1998	44	17.7	154.59	6,801.8
1999	43	17.3	220.49	9,481.2
<b>Total</b>	<b>248</b>		<b>161.13 hours</b>	<b>39,960.4 hours</b>



Wrangell billing sheets which had no release information. For the remainder the mean length of stay was 162.5972 hours. The mean length of stay was longest in 1998 and shortest in 1993. The means are displayed in Table 5.

We examined length of stay for the selected charges noted above. The mean length of stay on a DWI charge was 147.549 hours. Yearly means ranged from a high in 1996 of 180.307 hours to a low of 100.759 hours in 1997. These numbers do not appear to be related to the number of DWI admissions, since there were more admissions in three other years than in 1996.

For fourth degree assault, the mean length of stay was 161.13 hours. Both the number of assault admissions and the mean length of stay on this charge varied considerably from year to year, but there is a relationship between number of admissions and average length of stay, and even more correspondence between number of admissions and total hours held.

The Wrangell jail is very small but is quite busy. Admissions to the jail are most likely to be based on offenses against the public order and, within this category, on driving while intoxicated. These charges are more than double the number of charges in the category with crimes against persons.

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